OCTOBER MIDMONTHLY

SURVEY

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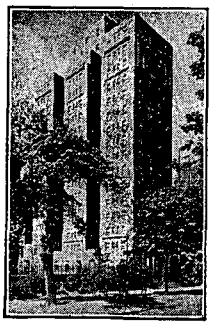

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OCTOBER 1937 CONTENTS VOL. LXXIII No. 10

Frontispiece 306

Transiency=Mobility in Trouble.....ELIZABETH WICKENDEN 307

Professionalism in Social Welfare.....LEROY A. RAMSDELL 309

Where Volunteers Come Natural..... 311

The Reports I've Seen.....NATALIE W. LINDERHOLM 312

Social Work at the Paris Exposition.....WALTER M. BAUM 314

For Doubly Handicapped Children..... 315

Miss Bailey Says: "Brace Up, Theodore".....GERTRUDE SPRINGER 316

The Common Welfare..... 318

The Social Front..... 320

Public Assistance • WPA • Compensation • Schools and Education • Jobs and Workers • For Industrial Peace • Old Age Benefits • Old Age Assistance • The Public's Health • Neighbor's Health • Professional • People and Things

The Pamphlet Shelf..... 329

Readers Write 330

Book Reviews 332

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So They Say

This column gives itself this month to quotations from that bit of Americana, Dear Mr. President, a slim little book in which the former chief of the correspondence division of FERA and WPA has brought together some of the things simple folk say when they write to Mr. Roosevelt to tell him their troubles and usually to ask him for something. Humor, yes, but often with it a revealing confidence that puts pathos close behind. [Dear Mr. President, by Ben Whitehurst. Dutton. 95 pp. Price $1 postpaid of *The Survey*.]

• I remain a colored woman in Christ.

• I have had a fiance for over six years—not in an extravagant way.

• I only used my car to haul in washings for my frail and already overworked wife to do.

• You see Mr. President, I do not want any more children but I havent money enough to do otherwise.

• My husband had his project cut off three weeks ago and we havent had any relief since.

• I have tryed all I could possibly do—first God and then you—and you are the only one I can trust.

• I have told the relief board about my shape and they say it is because I live on my father's farm.

• Ive tryed since last June to get in the insane asylum but they dont seem to want me because I am not insane. The joke is on them.

• I hear that the WPA are employing writers and I hereby apply for a position. I have never written anything so I ought to be chuck full of ideas.

• I appreciate the roof and food you dole out to me but how would you like to go year after year without pleasure? No radio, no bathing at beaches, no teeth filled, no headache medicine, no yarn to knit, no fruit to can, no jars. O!

• My wife works all night and she never gets any pay but that is better than nothing.

• I am writing this letter in longhand so that your stenographer may not know its contents. I don't even want you to tell Mrs. Roosevelt about it.

• I was born in that same house that my father and grandfather was born in. My naval cord was cut by his mother so you know that I am a real American. I am good stock. My nationality is white.

• I am an active social worker with a great big following.

• I have decided to go to work. I want somebody to just take me as I am.

• We lost our mule. Please give us your assistance in making a crop. Let us know at once.

• I have to keep my eight children home from school because they only have one pair of pants.

• Now, listen, your relief doctor can cut on my stomack all he wants to just so he leaves my ears alone.

• It is not my contention to render myself a lassitudinous creature, but it is my aspiration to honestly slave to earn my existence.

• I heard tell the Government was going to give to humans and cattle. Well I am not a human neither am I a cow, but I am a widow with four children.

• I am not so well, hope these lines will find you the same. I cant get a fitting place to stay. I want you to please paper me a house of my own. Write me and let me know where to come.

• I am a woman 38 years old. My man works in coal mines but most of the time we live on relief. In my first 11 years of marriage I gave birth to 10 children including the twins, and in the next 10 years 6 children. Thats why I cant have money.

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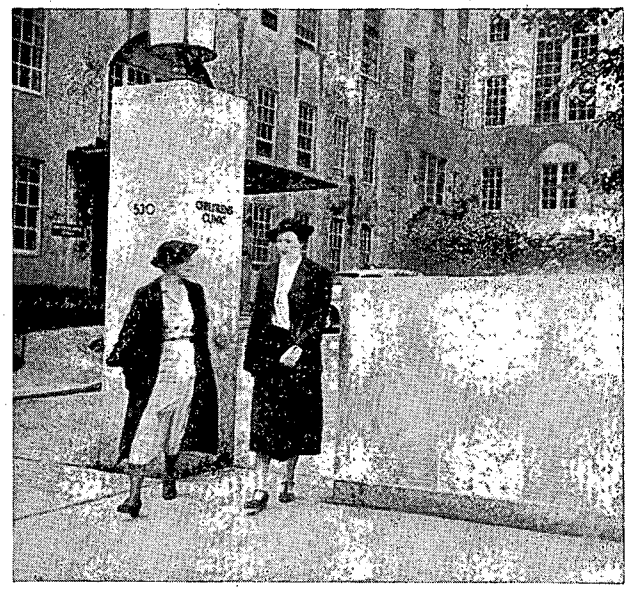
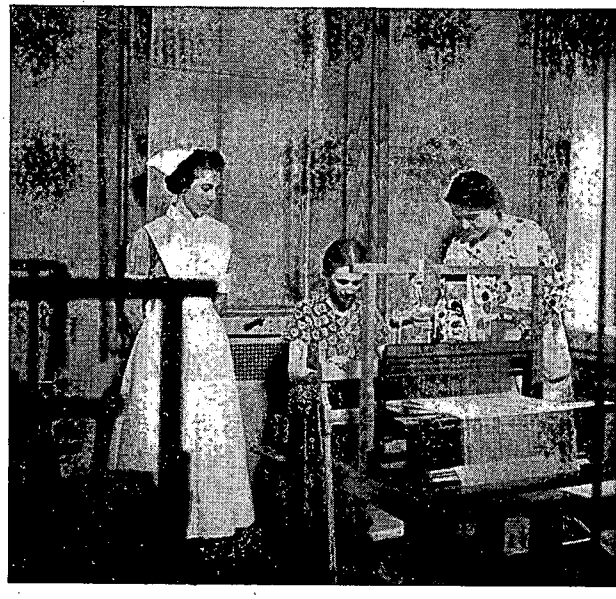


The student nurse makes visits to patients' homes with a worker from the hospital social service department



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Widening Horizons in Nursing Education

These selected scenes from a motion picture, Nurses in the Making, just finished by the Harmon Foundation's Division of Visual Experiment, show the developments in nursing training which bring the nurse closer to the social worker. The film was prepared with the cooperation of the New York Hospital School of Nursing and the Visiting Nurse Service of Henry Street Settlement. It is designed to acquaint a public interested in community health and those who advise young people on careers, with modern standards of nursing education and professional opportunities

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THE SURVEY

OCTOBER 1937 VOL. LXXIII NO. 10

Transiency=Mobility in Trouble

By ELIZABETH WICKENDEN

Assistant to the Deputy Administrator, WPA; former Assistant Director, Transient Activities, FERA

NOW that the heat which centered around the FERA transient program, both its operation and its discontinuance, largely has dissipated itself with the passing of practically the last remnants of that program, a new consideration of the problems of transiency and transient relief seems indicated. The time is ripe for a seasoned consideration, a re-analysis and a re-evaluation of the whole experience. The migrant labor survey of the Department of Labor should bring out new facts and develop fresh thinking. Moreover the possibility of a new federal department of welfare, with the new orientation of the federal government in the total welfare picture which such a department would involve, offers an excellent opportunity for the consideration of transiency as a phase of the total welfare problem.

Transients have suffered too long at the hands of their friends as well as of their enemies from the hazy thinking and unrestrained emotion which a romantic heritage inspires. Obviously the fact that an individual has either from choice or necessity moved from one place to another does not in itself make him either better or worse, either more commonplace or more romantic than any other. Nevertheless the tradition of the pioneer, the footloose adventurer and a little of the highway robber, still colors our national attitudes toward transiency. Moreover, to those who, as we say, have "settled" down to the cares and responsibilities of a world too often dull, there may be glamor in the very idea of an unsettled person. But if we are going to make any headway in solving his problems, we badly need to unravel, in a simple reasonable way, the factors that set him apart from others.

Transiency must be seen in its true perspective as a part of our broad national problem of social and economic readjustment if its particular aspects are to be isolated successfully. There has been a tendency to view transiency in itself as a broad, inclusive and comparatively independent problem requiring broad, inclusive and comparatively independent measures. This served to concentrate attention on an otherwise easily neglected area of social maladjustment and added to the available information on its nature. But for a long range program the approach clearly should be based on a broader conception.

What, in the first place, do we mean by transiency? Literally the word involves the sense of fleeting passage. As a social concept, however, we have both extended and limited its meaning. We have extended it to include movement of any kind but custom has conditioned us to the idea that "transiency" is involved only when such movement presents a social problem. In other words, transiency is the trouble function of mobility.

MOBILITY in itself is a desirable and necessary phenomenon if our present day economy is to function smoothly and efficiently. This means that transiency is in no sense an absolute. It not only varies geographically and in point of time, but is modified by a thousand different circumstances. Today's social virtues may represent tomorrow's social problems; one man's necessity may become another man's burden. For example, the current attitude of California toward newcomers was hardly characteristic of its pioneer days. To its labor-employing farmers even today an influx of non-residents is welcomed as an assurance of a cheap and docile labor supply. In terms of the local economy it may be highly desirable for the drought stricken farmer to move, but his arrival, unheralded and unwelcome, at his point of destination may constitute a serious problem.

The problems of transiency may vary but if migration is necessary and desirable the fact that transiency exists at all reflects more on the inadequacy of our social and economic organization than on the shortcomings of the individuals involved. A transient is distinguished from his fellow beings solely by the circumstance that his movement from one place to another has created a social problem. A transient doesn't look or behave differently from anyone else simply because he is a transient. He doesn't require different social measures except for those handicaps peculiar to his transiency.

The most obvious handicap imposed by transiency is the suspicion and hostility frequently accorded, both officially

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and unofficially, to strangers. It would appear, however, that this hostility is primarily characteristic of a competitive economy and is not exhibited toward those who are clearly outside the sphere of economic rivalry. In a community where additional manpower is an economic asset, hostility to strangers is practically non-existent.

Closely related to these economic considerations is the most serious handicap under which the transient suffers. This is his highly unfavorable position before the law. He is a victim of our national predilection for the traditional, if now archaic, ways of our forefathers in government. In a day when our economy and social habits are both national in scope we adhere fanatically to the local and state limitations of public responsibility which were suited to the local economy of the eighteenth century. The existence of legal areas of responsibility, in no way congruent to the area of our social and economic functioning, necessarily handicaps any person who moves out of these areas. For artificial legal areas of responsibility give rise to artificial legal barriers, and residence requirements throw a tight-knit wall around the benefits which these governmental units extend to their own citizens. The newcomer finds this wall effectively denying him his right as a citizen, the franchise; frequently excluding his children from the public schools; and above all making it impossible for him to secure the benefits in the field of public welfare which local citizens through long years of struggle, have won for themselves. The fact that we have allowed communities (and states) to establish their own definition of residence and have extended none of the protection of public responsibility to those excluded by their definition, constitutes the major handicap of the transient.

THERE are clearly two major and distinct avenues of approach to a solution of the problems of transiency. The first of these is the positive approach of prevention involving long-time and sweeping readjustments in our social and economic structure. The social reforms which would tend to eliminate transiency are for the most part those which are needed to meet the major problems of our time: unemployment, improper land use, and the insecurity of the individual due to these and other conditions of the modern economy. As steps are taken toward the solution of these problems, transiency will be proportionately reduced.

Such a program of fundamental reform is, however, necessarily slow in realization. For the present the interest and efforts of those concerned primarily with transient problems must be devoted largely to the negative approach, that is, to remedial measures designed to mitigate the effect of those specific handicaps which transiency now imposes.

This effort has unfortunately been handicapped in two ways. First there has been a belief on the part of advocates of the former transient program that its discontinuance dealt a stunning if not fatal blow to all efforts in behalf of the transient. Second, and more important, has been the absence of a clearly defined sense of objective in the effort expended. This confusion, reflecting a lack of understanding of the problem in terms of its simplest, irreducible essentials, unfortunately characterized the activities of the transient program as well as the inactivity that followed its demise.

Perhaps those who have worked closely with a program have special privilege in giving it a critical backward glance. In any case all of us who are interested in seeing the problem solved have an obligation to look back critically and dispassionately, for in the FERA transient program we have our only experience with an effort to meet the problem as it must be met, that is, nationally. Obviously any proposal or any program which does not reckon with the mistakes and hard-won knowledge of the past will fail.

The FERA transient program was conceived, nurtured and raised to maturity by people who had fought a hard battle for transients and who were determined to protect their gains. They fought fiercely to protect their infant program from what they had held in the past to be an unfriendly officialdom and too frequently an unfriendly public. Newcomers to the field caught the contagion and became advocates first and administrators only second. This approach quickly bred a series of attitudes which, under the misleading guise of a "philosophy," led the program into byways which turned out to be blind alleys instead of the long road to progress.

First there was the temptation, too long unresisted, to let the program lose all identity with the rest of the relief program in order to gain an entity of its own. The very persistence of the term Federal Transient Bureau, despite the legal reality, was evidence of this. State transient directors took their directions from and their troubles to the federal office. Many state relief administrators either refused responsibility for the transient program or ignored its existence. Locally the situation was even more extreme where relief offices for residents and non-residents functioned side by side with duplicating machinery, conflicting policies and not infrequent rivalry. The fact that relief for transients, paid entirely from federal funds, tended to be more generous than relief for local people fostered resentment among the latter. The fact that Transient Bureau officials isolated themselves and their clients from the regular relief machinery left the program in a doubly weak position.

SEPARATION of administrative control necessarily gave rise to segregation of transients and a tendency to view transiency as a social province all but self-contained in its problems, a neat if complex little microcosm. Segregation led to further segregation and in turn to the creation of new problems. The development of the transient camp program for single men was a good example of the process. Camps were started first as an administrative expedient and their advantages remained principally on the side of the administrative staff although they soon acquired a thick and stubborn philosophical sugar coating. They were praised on the following counts: rural life was morally and physically healthy and camp life had "therapeutic value" for transients; local antagonism was avoided; transients were stabilized, they were removed from the labor market; it was easier to maintain discipline; it was more frequently possible to find useful public work which they could perform.

Actually while the camps simplified life for harassed transient directors, they removed the transient from all possible contact with private employment, from normal society, from contact with women and normal family relationships and sent him into the segregated, adolescent barrack life of an isolated camp. Most serious of all was the way in which the camp program tended to brand men, once and for all, as "transients"—a breed apart. This seems inevitably to have carried with it a sense of stigma, a belief, not always conscious or expressed, that transiency was a social evil requiring corrective "therapeutic" measures. In

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this way transiency came to be associated in the minds of the men as well as of the public with the tradition of hoboism. Transients, turned in upon themselves, tended to make a cult out of transiency and men, too long segregated, removed from the mainstream of our society and economy, came to exhibit certain characteristic maladjustments.

It seems to me fundamental that any future approach to the problems of transiency should avoid this endless circle of cause and effect by considering remedial measures in terms of specific handicaps to be overcome. Unemployment, illness, dependency are general problems in no sense restricted to transients. The specific problem of the transient we have seen to be his exclusion from the benefits extended by law to local residents, and secondarily the prejudice exhibited toward any stranger believed to be a possible economic rival. These are the problems toward which our efforts and planning should be directed. And even though federal funds may offer a solution on both counts, it must not be forgotten that a federal transient program involving separate administration, different policies and above all segregation could only aggravate these problems and postpone still further their ultimate solution.

Professionalism in Social Welfare

By LEROY A. RAMSDELL

Executive Secretary, Council of Social Agencies, Hartford, Conn.

MANY people are troubled these days by the growing professionalization of social welfare activities. There is, I believe, some basis for their concern, but the dangers do not lie always where they are supposed to be, and the forces underlying the trend are not clearly understood. Not a little of the prevailing confusion and disagreement is due to the great variety of meanings attached to the terms professional and professionalism. In this discussion professional will be used only in its most general sense, denoting a person who derives his livelihood from the pursuit of social welfare work; the not too happy word, expert, will be used to designate the technically trained professsional.

The growth of professionalism in social welfare is essentially a twentieth century phenomenon although it began considerably earlier. Reliable statistics as to the number of professional social workers in the United States were lacking up to 1930 when the U. S. Census under separate classifications counted 31,241 social and welfare workers and 4270 probation and truant officers. On the basis of these figures, making reasonable allowances for social workers reported in other classifications, Ralph G. Hurlin of the Russell Sage Foundation estimated the number of professional social workers in the country in 1930 to be between 40,000 and 42,500. This number probably was more than doubled in 1934 when the FERA was at its zenith. At the present time there are somewhat fewer, perhaps between 60,000 and 70,000.

Undoubtedly this spectacular increase in the number of employed social workers has brought to many people a new awareness of the trend to professionalism. But many of the fears of this tendency do not seem to arise solely from the mere increase in numbers. Impatience and resentment against increased taxes doubtless account in some measure for the growing feeling against professionalism. But after all such irrelevant factors are discounted there remains a genuine apprehension about this professional movement.

In considering this feeling of apprehension, certain fundamental factors underlying the trend itself cannot be ignored. Most important perhaps is the increase in the number of people needing welfare services. In one fairly typical city, for example, the average number of families on relief per month in 1916 was approximately 100. In 1929 the number was 750 and in 1935, 6690. Up to 1929 other forms of human need exhibited a similar trend though not in the same degree.

It is one thing, in a city of 130,000 to provide the necessities of life for 100 families every month through the direct ministrations of the citizens and in 1916 a substantial part of relief and other welfare work was done in that way. But obviously it is quite a different matter for the citizens, by purely voluntary effort, to take care of six or seven thousand families. It is merely a sign of the times that in every city of any size this last depression witnessed the breakdown of the tradition of volunteer relief committees. The task of caring for the casualties of our social and economic evolution has outgrown volunteer proportions.

ANOTHER important factor in the growth of professionalism is the increasing distance between those who would help and those who need help. In most of our cities these two groups live, in the main, on opposite sides of town. He who would do his own good neighboring must travel miles where his grandfather needed only to go down the street. This geographical separation might not be a serious obstacle were it not accompanied by the phenomenon which sociologists call "social distance." Moving now in widely separated social circles, the philanthropist and his unfortunate fellow man, with very rare exceptions, have not even the common meeting ground of established acquaintance, much less the mutual understanding necessary for the one truly to help the other. Consequently with the increasing numbers of people needing help of various kinds, "organized charity" with its attendant professionalism became a practical necessity.

One more contributing factor must be touched upon. It appears in two aspects: the increasing difficulty of the human problems to be solved, and a parallel growth of understanding of the complexity of those problems and the methods of dealing with them. Before the days of ten-ton trucks, a bridge entirely adequate to the needs of traffic could be constructed of heavy timbers by a master carpenter. In those days, also, a neighborly philanthropy based upon a few simple rules of human behavior sufficed, for the most part, to keep society in a reasonably satisfactory state of equilibrium; a system based upon classification of the poor as worthy or unworthy, and of behavior as mischievous or downright bad was at least workable. Today it is not. With a closed economic system, it takes more than a pat on the back to make things right for the unemployed man

This article is drawn in part from an address made by Mr. Ramsdell before the Laymen's School of Social Welfare, Hartford.

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and his family. If he has been out of work very long, it may take study and skillful work to enable him to get back to a self-supporting basis. In our millions of never-employed young people we have a problem of staggering proportions which will require all the science and skill that can be brought to its solution. With all the best intentions in the world such problems as these can never be dealt with on a volunteer avocational basis.

Clearly, therefore, there is no choice for those who, for one reason or another, are uneasy about the growth of professionalism in social welfare. The most they can hope to do is to guide an inevitable development so that the evils which they fear may be avoided as far as possible. People differ, of course, as to what constitute the evils of professionalism. Nevertheless, there are four aspects of the professional movement in social welfare which seem to be especially frequent sources of annoyance or distrust to laymen. I shall call them fanaticism, radicalism, bureaucracy and expertness.

PROFESSIONAL social workers often are criticized for their tendency to follow cults or fads. No one can deny that in some measure the criticism has been justified. Chiefly responsible, it seems to me, for current attitudes of distrust on the part of laymen is the mental hygiene approach which gained enthusiastic acceptance among professional workers in the late twenties. During that period mental hygiene courses were introduced into schools of social work and other curricula and were filled to overflowing. Social workers varied, of course, in the degree to which they were affected by their usually superficial exposures to the mysteries of psychiatry. Probably the great majority of well trained social workers have always sought to use the mental hygiene approach with discrimination. This group has been less conspicuous, however, than the many inadequately trained workers who could not resist the temptation to exercise their smattering of information, or the few well trained enthusiasts who have sought ardently to convert the entire profession to the mental hygiene faith. As a consequence the lay public inevitably has come to consider all social workers as mental hygiene doctrinaires and has tended to repudiate the professional social worker for this supposed fanaticism. This reaction has been one of the cornerstones of the "cult of common sense" which so frequently is cited by those who discount the need for training for social workers.

Another common source of lay dissatisfaction is rooted in a persistently enduring reaction against a still earlier cult—the idea that it was essential to unearth all the ascertainable facts about the client and his antecedents and to record them in voluminous case records. This idea has long since ceased to dominate (if it ever did) the work of the majority of well trained professional workers who have a far better sense of proportion about case records than the layman usually gives them credit for. However, professional workers still are criticized for inquisitiveness and red tape on account of early over-emphasis on a useful device.

Radicalism of the sort which gives rise to current fears of a growing professionalism in social welfare is really, I think, another kind of fad. To be sure, a scarlet thread runs through the whole history of the social welfare movement. Social welfare agencies are inevitably concerned with the elimination of the inadequacies and injustices of social institutions. This deep running current of reform is not, however, the result of growing professionalism. The great reformers of the social welfare movement have been, and still are, as often laymen as professionals.

The radicalism which I have in mind at the moment is a more specifically professional phenomenon. There is a group within the ranks of professional social workers which is ardently endeavoring to persuade the entire profession to abandon its traditional methods of dealing with poverty, sickness and crime. Impressed, as we all are, with the failure of our institutions to provide any measure of security for a large fraction of our population, this group argues that professional social workers should align themselves with workers' movements and seek to bring about a drastic reorganization of our social and economic order. For the most part these groups are recruited from the staffs of public relief administrations in the larger cities. Underpaid, overworked, often subjected to the most impossible working conditions, they constitute a fertile field for the growth of dissatisfaction with the present industrial order. Usually untrained technically they have neither the prospects for advancement which might give them courage to struggle with present difficulties, nor the understanding of social problems and scientific social work methods which would give them the perspective necessary to recognize, on the one hand, the imperfections of their own program and, on the other, the solid, even though limited, accomplishments of the more traditional forms of social work. The situation in which these workers find themselves is more than a personal tragedy for them. It is a discreditable chapter in the history of the social welfare movement in America.

If the public welfare service, particularly in our local communities, were adequately staffed with competent social workers, reasonably well paid, provided with the facilities necessary to good work including adequate relief funds, and assured of security of tenure during good behavior, radicalism in social welfare would soon cease to be a cause of concern. Many thoughtful citizens, however, are reluctant to strengthen the public welfare services because of their fear of bureaucracy. This fear, I believe, is a reaction against manifest incompetence in many public employes which is erroneously thought to be inherent in the public service. Incompetence in our public welfare services merely reflects our own shortcomings as citizens. In many cases we get much better service than we deserve. For not only have we sanctioned incompetent welfare administrations but we have given them every inducement to do their worst by our bitter complaints against the taxes necessary to finance their half-way services.

WHAT should we do about it? First, take politics out of relief, local and national—but especially local. Politics in national relief hardly can hold a candle to politics in local relief. Second, establish the merit system throughout all welfare administrations with salary schedules adequate to get trainable if not trained people. Third, see that thoroughly qualified professional people are placed in all responsible key positions in all welfare organizations. In a word, build up a competent bureaucracy to take the place of the more or less incompetent one which is now disbursing between 5 and 10 percent of our national income.

Professionalism in its aspect of expertness is an indispensable corrective for the evils of professionalism in some of its other aspects. Yet some people seem to fear this very aspect of expertness. A friend of mine, who happened to be in the position of legal adviser to the authorities of the town in which he lived, apparently considered that he

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had done his community a real service when he made it possible to appoint a political favorite to an important welfare post by discovering (presumably in the dictionary) that the phrase "trained in social and welfare work" does not mean what all competent social workers would agree that it does mean in this connection.

Frequently associated with fears of expertness in professional social workers is the manifest conviction that a lot of good common sense is all anyone needs to do social work. This cult of common sense seems to be blocking the action which the public must take to rid itself of the evils of incompetent professionalism in the social welfare field. There need be no fear that the prerogatives of the layman in social welfare activities will suffer curtailment through increasing the competence of professional workers. On the contrary it is the incompetent professional worker who most frequently usurps the layman's legitimate functions. Competent professionals recognize the impossibility of solving problems deeply rooted in the daily life of our communities without the active participation and leadership of laymen. Wherever the layman reciprocates this esteem a most fruitful partnership is possible. Then expertness may be spared the futility of an inbred idealism; and common sense, the ignominy of foolish mistakes.

A professional bureaucracy of one kind or another we are going to have whether we want it or not. The social problems of the twentieth century cannot be dealt with on any other basis. To those who may disagree with that conclusion I recommend an article, Some Thoughts on the Politics of Government Control, by Carl Joachim Frederick, in *The Journal of Social Philosophy,* January 1936. It seems to me clear that it rests with the lay public to determine whether the social problems confronting it are to be treated and solved as far as possible through the constructive service of a competent professionalism or made worse through the bungling of an incompetent one.

Where Volunteers Come Natural

'WAY out West in Washington, where the pioneer past was only yesterday, there has grown up side by side with old age assistance an original and indigenous program of social work called "friendly visiting." True to pioneer tradition, Washington makes the most of all her natural resources, the capacities of social-minded citizens no less than the more obvious blessings of nature. Social work in the state has grown up largely through voluntary and neighborly activities; even the first shocks of the depression were met chiefly by volunteers.

"Making the most of volunteer service is perfectly natural in a state in which professional social work has had a short history and that only in large population centers," explained John F. Hall, staff assistant of the new Washington State Department of Social Security. In describing the recent state-wide growth of community welfare councils and the "friendly visiting program" which has been carried on largely by the councils, with department sponsorship and stimulus, he pointed out, "It is merely common sense that such accustomed citizen participation should be conserved in the new social security and state welfare programs."

Throughout the length and breadth of that colorful state—in Camano Island, Kittitas County, White Salmon of Klickitat, the Duckabush Valley—in virtually every county these councils are giving a variety of services and filling many local needs which the over busy state department staff alone could not begin to handle. In addition to the friendly visiting program for old age assistance clients, practically every council has carried on campaigns to develop jobs in private industry, and has made surveys of community resources. While definitely welfare councils, these are not councils of social agencies but of the whole community. Their membership includes, along with any local social agencies, chambers of commerce, parent-teacher associations, granges, service clubs, labor unions, fraternal groups, women's clubs, business organizations, local, county and state officials. Although the state department suggests suitable projects and steers the councils in activities suited to community needs, its function is largely that of coordinator, with the hope that eventually the communities, not the department, will do the sponsoring. Ideally the local public welfare unit will participate in the council on the same basis as any other agency.

The "friendly visiting" programs are designed to help lonely and helpless old folk who need much more than the monthly old age assistance check. As a result of home ties broken by pioneering and the Alaska "gold rush," there is in Washington a high percentage of old folk lacking the degree of security represented by family contacts. Actually, 20 percent of the old age assistance recipients in the state live alone, with home ties almost forgotten.

With regular visitors from the state department almost overwhelmed by the initial job of determining eligibility, it has remained for the friendly visitors to help the old people reestablish community and personal contacts, and to perform little neighborly services such as reading aloud, providing automobile rides, helping with a hobby, bringing books from the library and so on. Serious problems of health and housing, too, come to light through friendly visitors' services.

WHILE there is no precise technique and the only principle stipulated is a friendly interest, the state has prepared a manual for these volunteer visitors, copies of which have been sent to all counties where programs are organized. Basic information on the old age assistance law, an explanation of the duties of professional visitors as well as the purpose of the whole security program and of volunteer activities are included. An important result has been the better interpretation of the whole social security program to the community.

In one remote valley the representative of the state game department is a one-man friendly visiting committee who enjoys having someone to call upon as much as the lonely old folk enjoy an outside contact. To a friendly visitor in another county an old man confided his longing for a cake "like mother used to make." At her next call, the visitor turned in and baked a cake which satisfied all his memories. Another county reports that friendly visiting has started a considerable epidemic of unofficial and unsolicited friendly aid to needy old folk. A county made up of three islands has three councils, with a recreation project on one island and a child welfare program on another, while the

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third has concentrated on securing a public health nurse. A teeth and tonsil clinic for school children is the boast of another community's welfare council. Community recreation and education programs, monthly meetings with speakers, and child welfare committees are typical activities.

An historical project, sponsored not by the councils but by WPA under the direction of the state department, has afforded a new and highly satisfying outlet for the "old timers." Asked for their reminiscences of the early days they warm to a genuinely interested audience and enjoy especially the fact that their stories are being "taken down." The material so gathered, a unique and irreplaceable record, will be assembled for the state archives.

The state department began working on local councils early in 1936, through staff representatives and citizen committees. As the councils grew, it was found that often they formed more naturally around a community than on a county-wide basis. The communities in turn sometimes have formed county councils. A few months ago there were among the state's thirty-nine counties, thirty-two more or less active county councils and six counties with community councils or committees. Only one was entirely unorganized.

The picture is not all rosy. Organization difficulties have blocked progress in some places. Leadership sometimes has been divided and sometimes has been entirely lacking. Some local organizers have been short on skill. But as a whole, the councils are providing a means of community participation in Washington's new social security and state welfare programs and helping to root them in the soil in which they must grow.

The Reports I've Seen

By NATALIE W. LINDERHOLM

Department of Social Work Interpretation, Russell Sage Foundation

DURING the late spring and summer of this report-making year of 1937 the annual reports of some eighty social agencies were garnered at random from *The Survey's* mailbag in an effort to discover what kind of face these agencies turn to their public in what is, for many of them, their most important effort of the year in interpreting their purpose and program. While these eighty reports represent only a fraction of the year's output of social agencies they box the compass in more ways than one. Geographically they reach into every corner of the United States and across two oceans; the Philippines and Hawaii, California, Minnesota, Kansas, Illinois and Iowa, Ohio and Alabama; north and south on the Atlantic seaboard, London —all are represented. In range of services the reporting organizations—fifty-nine private agencies and twenty-one public departments—extend from research to health education and the conservation of national resources; from the care of a few sick children to the spending of millions of dollars to relieve distress and destitution in large cities.

Among the reports are tomes and tabloids; volumes approximating a city telephone book in size and weight; single sheets of paper folded ingeniously to the dimensions of a postcard. The long reports, running into hundreds of pages, come from public agencies, a fact to be explained perhaps by the prevailing legal requirement of detailed annual accounting of work done and money spent. Perhaps, too, the varied services of public departments make it difficult to prune reports to manageable size. Whatever the reason, there is no gainsaying the length. Hundreds of pages are devoted to complicated tabulations, and although the reports are painstakingly indexed, they seldom offer the relief of a summary to the drooping taxpayer for whose information they are published. Hidden in their crowded pages, however, is rewarding reading—the effort to offset the blight of depression in a rich farming section; the opening up of educational frontiers; the gallant struggle to protect public health—but all probably as safe from discovery as if it had never been written and printed. Few readers will go beyond the first pages before pushing these heavy volumes aside in favor of something easier on the eye and the arm.

It is hard to say which are the less satisfactory, reports that are too long or those that are too short. If the former exhaust the reader by sheer bulk, the latter exasperate him by the things left unsaid. Twelve months of activity can seldom be recorded either fairly or adequately in a maximum of a thousand words.

Fortunately, most of the reports in the eighty examined fall between the two extremes. Somewhere between twelve and sixty pages in length, they are reasonably attractive and easy to handle. Rated for the points usually counted as essential, they meet the test with colors flying. Almost without exception name, address, date, and the names of executives and directors are given; financial and service statements are included; material is logically organized and usually indexed. In makeup and text, however, wide variations appear.

CONSPICUOUS among the reports are those which show a tendency to follow where advertising has led. This is less marked in public than in private agency reports. The public agency, with a few striking exceptions, sticks to its nondescript thin paper, its traditional routine layout and hard-to-read type; but the private agency is beginning to learn that good printing pays. Paper shows pleasing variety of texture and tint; type faces harmonize and are chosen with regard for length of line and size of page. Deftly phrased captions break the text, and pages gain dignity and beauty through wider margins and more effective proportion. These may seem minor points, but they are none the less important; for more than most printed matter the annual report stands or falls by the first impression it makes. Ease in reading is a potent factor in gaining and holding attention.

Color blazes from advertising pages, psychologists write of its power to stir the emotions, money-raisers offer figures to prove its value in dollars and cents; but social work reports remain conservative. To be sure, one adventurer runs riot with blue and silver, peach, yellow, brown and black all in one lush booklet; but in general the social agencies lean towards restraint. Public agencies, if they risk color at all, dull it with gray, giving a curiously dingy effect to the already drab blues and browns and greens most favored for covers. One public agency, however, wins immediate attention with nothing more than black and

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white; but the black is rich and deep in tone, and the white is clear and true, with paper of a texture which gives substance and distinction. Another breaks the pattern with black and silver, its cover modernistic in design, its chapter headings curiously reminiscent of a classic frieze, vivid silhouettes in white against a black background, the subjects cleverly keyed to the text.

PRIVATE agencies seem to be more color conscious, but budget limitations act as a brake. Few agencies make an adequate allowance for printing, and the use of a second color, always expensive, often seems to publicity committees an unwarranted extravagance. Many agencies, however, are producing excellent effects without undue cost by combining ivory or white paper and brown or black ink with covers in clear tones of blue, green, tan, occasionally yellow. A few go further and permit themselves accents of a contrasting color—red is especially popular—in initials or page decorations; now and then one finds a dash of silver or a line or two of gold. One agency, daring more or perhaps having more money to spend, uses a dull-surfaced white paper banded in an unusual, almost luminous shade of turquoise, and accented with navy blue. The result is a booklet so distinguished in appearance that only the most report-calloused reader could resist sampling the text which, it should be recorded, lives up to the promise of the cover.

Again in the use of illustrations, the influence of advertising may be traced. This is a picture-minded world, and public and private agencies alike follow the trend of the times by translating some, at least, of their statistics into graphs. For those who prefer to take their figures digit by digit there is no dearth of conventional tabulations—a statistician in his lighter moments might amuse himself by calculating how far around the world these tables would stretch if laid end to end. The time honored skyscraper and piece-of-pie diagrams are still with us, but many agencies are breaking their way out of these well worn ruts into the less traveled field of picture graphs. Readers of *The Survey* know from its pages how ingenious and intriguing are the symbols devised to give life and meaning to dull figures. To find so many report-makers illuminating their pages in this way is a hopeful sign that at last progress is being made in taking the static out of statistics.

Public agencies tend to restrict the illustration of their reports to graphs, with occasional halftones of buildings or of persons prominent in their work, but private agencies appear to be experimenting more freely with photographic illustration. There are still a few line drawings and silhouettes, but with *Life* and *Look* selling out on the newsstands, social work is taking notice. This trend towards photographs is the more significant because the ethical points involved are still hotly debated wherever social workers and publicity secretaries foregather. Organizations with activities programs apparently have fewer problems to meet in this respect, but among case work agencies a strong feeling persists that commercial photographs, often theatrical and over-sentimental, misrepresent their clients, while authentic photographs involve an indefensible breach of confidence. Yet it is the private case work agencies which make the most frequent and most skillful use of photographs in their reports.

Such a development, this reviewer surmises, is not to be construed as the crumbling of long-standing and well-founded objections, but rather as an indication that resourcefulness has found ways to respect client confidence and still to take advantage of the opportunities photography offers for winning public understanding. Certainly the better photographs in these reports are seldom the old style literal reproductions, posed and captioned without imagination. Here captions if used at all are restrained and penetrating, and beauty of composition and skilful use of light and shadow give evidence of the technical proficiency achieved only by sympathetic cooperation between the social worker and the competent photographer.

Protection of clients is accomplished sometimes by securing other persons to pose in their places, sometimes by such simple expedients as posing them absorbed in work or play, in profile, or quarter view. Posed thus, there is often greater reality than in full-face pictures; the curve of a cheek, the droop of a shoulder, the courage of an outflung hand, may speak more eloquently than the surface expression of the face. An occasional use of poignant symbolism may be noted, and in one or two of the reports there is even an attempt to interpret photographically that intangible, strength-giving current that social work refers to as the client-worker relationship. In such efforts the light is focussed usually on the social worker, with the suggestion, sometimes strikingly successful, of an atmosphere of relaxation, confidence and respect for personality as a background for the pictured interview.

It is not for one whose camera experience begins and ends with a Brownie Number 2 to speak with authority here, but study of these varied photographs suggests that there is more to this problem than finding a camera and inducing someone to have his picture taken. Photographer, subject and social worker must work with mutual understanding of the problem to be interpreted. If this creative cooperation can be secured and the photograph based on fundamental human emotions, translated instantly by each person into terms of his own life, a bit of genuine interpretation may be the result. Starring these reports are a few such achievements. May there be more of them.

AMONG these eighty reports, six or so stand out in this reviewer's memory. The welfare department of a great city makes a candid and informing statement of the way in which it discharges its responsibility for good government. A national organization discusses work with girls and women in terms of spiritual values and the possibilities of "making those values operative in the life of society and the lives of individuals."[2] A family society analyzes the corroding effect of large-scale economic and social maladjustment upon happiness and success in family life; another explains case work as a means of helping men and women to meet strains resulting from the pressure of "everyday problems . . . which, if intelligently faced, may be removed as hazards to the integrity of the family and the normal development of the individual." A relief administration sets its work against a backdrop on which broad, sure strokes have sketched the life of a state where in normal times the soil offers opportunity to a hardworking, thrifty population. A brilliant discussion of health education defines preventive medicine as "the habit (and technique) of treating people as if they were people and not symptom pictures . . . the art of conserving health . . . a point of view, not a clinical entity."

These six reports differ widely in makeup, in physical form and appearance, but they are all exceptionally well written. They are neither overweighted with technical words, nor blighted with tired words, with those tepid

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adjectives and limp verbs that have been used and over-used until their fine edge has been blunted, their power of swift, sharp impression lost. Simple, direct phrasing accentuates the vigor of thought, and gives glimpses of the power which Robert Frost is quoted as coveting for his students, the ability "to write of common things in an uncommon way."

Even more important, these six reports recognize and interpret the vital relationship of their work to its wider background. Social work has its roots in day-to-day living, in problems which reflect the shifting strengths of the community and the country. Only when it is described thus, in perspective, can it be seen as it really is, not a thing apart but merging into the experience of community and people.

For another reviewer, other reports might seem preeminent for in the whole eighty few fail to be impressive for their record of service and many are noteworthy for certain features. Reading them as a group, ranging from problem to problem, from corner to corner of the country, one senses the universal quality which so many of the individual reports lack. Here are snatches of history which, one surmises, are being recorded nowhere else. From these reports, and hundreds of others like them, will come source material for the historian, background for the novelist, perhaps a fragment of the still unwritten epic of America.

Social Work at the Paris Exposition

By WALTER M. BAUM*

ALL the nations that sent special exhibits to the Paris Exposition seem to have felt that on this occasion it was incumbent on them to demonstrate what their technical and scientific attainments contribute toward making life more beautiful. That probably explains why their separate buildings are devoted more to things than to men; why in them one sees and hears little about social problems. More often than not it is some small country, proud of its social progress, which endeavors to describe the development of its social life, but even then in terms of interest to the general public rather than to the professional social worker.

A very different view is presented by those sections of the exposition devoted to specific subject fields rather than to geographical areas. Here, for instance, we find a building where the development of the natural sciences is set forth as an expression of human adventure. Here both layman and specialist will be inspired by seeing under one roof the contributions made to welfare by physics and chemistry, biology, medical discovery and invention. The various types of apparatus that aid discovery and make possible its application also are shown, either in original examples or in simplified drawings and models.

Several buildings are devoted more definitely to social subjects: a pavilion designated Mother and Child, others Public Health, Trade Union, Health Center, and, perhaps the most important in this group, The Community—here characteristically named Solidarity.

To understand the full significance of these exhibits, one must know that in France old social traditions have been preserved more fully than in any other western country. Social work here is still organized, in the main, on the lines of private philanthropy. For many years, while social work in the rest of the world emerged from the stage of private initiative and assumed public institutional forms, France still followed its old ways. Until a few years ago the professional social worker was practically unknown and there were no schools for training in social skills. Public provision extended only to a few branches of social service which traditionally had no relation to private effort. But in this respect, too, there has been considerable change in the last few years. For example, a reorganization of child welfare is under way; and though this movement and others of a similar nature are as yet in an early stage of accomplishment, it is evident that in France as elsewhere it is only a question of time until private philanthropy will have been merged in a systematic structure of social effort. This is well illustrated in the hall of The Community. Some of the things shown here may strike the foreign visitor as rather primitive; even the problems themselves may seem, here and there, to be presented a little too naïvely. Nevertheless this exhibit as a whole gives an impressive demonstration of an essentially modern social spirit, of a desire for systematic organization. Indeed, I doubt if ever before this has been made graphic so forcefully.

Another point: the French mind does not call for elaborate statistics and detailed social analyses. In these respects the foreign social worker who comes to collect materials will hardly get his money's worth. But what this hall of The Community has done superbly is to find artistic forms of expression for social need, to describe social effort in esthetically satisfying terms, to produce a general effect that cannot but appeal even to those visitors who from personal experience know little of this side of life. This effect is produced largely by the combination of enlarged photographs with mural paintings—thus establishing definite relations between the two art forms—effective mounting of exhibits, and especially the use of contrast by means of dioramas.

This exhibit has nine sections. One of them carries the mind back to medieval times by means of a series of great paintings representing the idea of charity, the most impressive of them a tryptic by the old German master, Wohlgemuth. Related in spirit are objects exhibited in memory of the founder of the outstanding private charity, Saint Vincent de Paul. Likewise of historical interest are documents relating to the former custom of depositing unwanted children at the entrances of institutions which provided for their care—one of the earliest child welfare activities in France. A graph in high relief gives the principal dates in the development of charity, from the establishment of the first hospital in the year 542, on through the creation of public welfare offices in 1794, to the introduction of the forty-hour week and paid vacations in 1936 and to the

*Americans who attended the 1932 International Conference of Social Work in Frankfort need no introduction to Dr. Baum who was the right hand of Dr. Polligkeit, the president, in the organization of that meeting. He was for years identified with social work in Germany as administrator, lecturer and author. He is now residing in Paris.

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recent coordination of social service activities sponsored by several government departments.

In the community exhibit are sections designated: Social Need, Organization of Social Work, Health, Family, Provision for Leisure Time, Protection of Labor, Social Service. Through these sections, social work is represented, not in the categories indicated by its various branches, but rather in relation to different kinds of need in the community. In this way it is possible to see, for example, how social insurance, savings banks, self-help, and social service combine to protect the individual and to rid him of avoidable anxieties.

Among many interesting sectional exhibits, mention may be made here of one which shows how the problem of socially beneficial use of leisure time is being met, a problem much under discussion in France since the introduction of the forty-hour, five-day working week. Here again the dramatic uses of contrast are brought into play to illustrate the difference between vocational and avocational exertion: one man's strenuous labor for his daily bread may be another's pleasant recreation.

In connection with the community exhibit, or Solidarity if you like the French term, a small book has been published, offering an excellent survey of social work in France.

The visitor interested in social questions also will have a look at the pavilion devoted to Mother and Child. Here he will find illustrations of the work of private agencies—unfortunately not systematically organized. This lack is somewhat compensated for by the provision of a personal guidance service through which the visitor may make contacts with social agencies in Paris or secure courteous information about any of the social provisions or services in France that may be of special interest to him. This service, the *centre d'accueil,* also will make arrangements if requested, for visits to institutions in any part of the country. Material is being collected for a book of general information on social work in France which, when completed, may hold suggestions for similar compilations in other countries. For the present, all data on social problems, institutions and agencies, and on the literature of different branches of social work, are available only in the form of card files.

The two halls, exhibiting The Community and Mother and Child, are connected by a model medical center typical of those introduced in many French communities as nuclei for a variety of health services. There is also a model kindergarten, the clientele of which is recruited from the children of exposition employes. Since women's labor prevails in France, this practical provision meets an immediate need while serving also to demonstrate a popular social institution. The yard where the children play has been transformed into a miniature children's village, with small houses and a small mill that actually works.

Not far away is the Hall of Public Health. Interesting as a piece of architecture, this pavilion contains exhibits relating to the various branches of public hygiene, again, for the most part, in the form of contrasts. Here also the focus is the need to be met and ways of meeting it. Those looking for arrays of methods and apparatus will be disappointed.

Visitors interested in city planning and urban sanitation will find this exhibit supplemented in important respects in the building devoted to the city of Paris where, in addition to models of the machinery of sanitation, a useful survey is offered of modern village planning and sanitation.

In the Pavilion of Education are many exhibits that bear upon social problems. Here one may gain information about the structure of vocational training in France, seen in comparison with side exhibits showing provisions in other countries. This hall also gives some idea of the various school systems to be found in France and indicates the extent to which the development of these systems has been inspired with the ideal of democracy.

It may be that the foreign social worker will not take home with him from this exposition many new ideas or suggestions for new devices. Nevertheless, his visit will have been fruitful and inspiring, for it is probable that never has an exposition given so strong and so convincing an expression to the theme of social work, nor solved so fully the problem of applying adequate graphic techniques and artistic standards to the presentation of social ideas.

FOR DOUBLY-HANDICAPPED CHILDREN

Just a hundred years ago, Dr. Samuel Gridley Howe, whose wife was Julia Ward Howe, undertook to teach the use of language to a child who was deaf and blind, a task which no one hitherto had accomplished successfully. Dr. Howe took the child, Laura Dewey Bridgman, to a school for the blind which he had established a few years before—later the Perkins Institution, at Watertown, Mass. Slowly and painstakingly he developed methods which not only brought success to his efforts for Laura Bridgman but which were the beginnings of a center of training for such doubly handicapped children and for their teachers. One of the latter was the late Anne Sullivan Macy, teacher-companion of Helen Keller.

In celebration of this anniversary, the Perkins Institution, primarily a training school for the blind, now plans to develop a national center available for training all educable deaf-blind children. Already the school has such a department but with limited facilities. Schooling for the deaf-blind, during their first years of instruction, teacher training, field work and laboratory research are contemplated, if funds can be raised. Although the 1930 White House Conference on Child Care and Protection pointed out the need for more provision for this peculiarly unfortunate group of children, there is still no adequate central institution available for their care and education.

Dr. Howe with Laura Bridgman

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MISS BAILEY SAYS:

Brace Up, Theodore

By GERTRUDE SPRINGER

IT was sheer luck that brought Theodore into Miss Bailey's ken. If the tire had blown out anywhere else that day she would have missed him entirely. And it was not until her patently ineffective assistance on the jack had been declined by her escort and she had wandered up through the goldenrod in search of shade that she came on Theodore, a figure of dejection collapsed on the running board of his tatterdemalion old Ford. Even when she dropped down in front of him he only lifted lack-luster eyes for a moment from the contemplation of his feet.

"Warm, isn't it," she remarked brightly.

"Yassum," without moving a muscle.

"But mighty soon"—still brightly—"it'll be winter."

"Yassum. But de welfare lady say I gotta s'pote my chillun in wintah sam lak in summah."

Following the slow-motion tilt of his head Miss Bailey saw, back off the road, a little white building with the sign Welfare Office. Thus did Theodore and presently brisk, young Miss Larson come into Miss Bailey's life.

At the moment neither one of them was really any of Miss Bailey's business. She was dated to see a promising young child welfare center in the county seat, but the center would be there tomorrow while Theodore was obviously a "must," to be taken now or never.

Theodore, it developed, was not resentful of "de welfare lady's" dictum, he was merely cast into outer darkness without benefit of thought processes. For a number of years "de welfare lady" had come along soon after the first cold snap to see to it that his family got through the winter. Odd jobs, a garden and "jes scratchin' round" got him through the summer. "An now she say she kain't do no mo', 'at I gotta save up foh my own sef. How kin I save up when I gotta pay foh my cyah?"

So there was a car in it. Miss Bailey wasn't surprised. The farther she got from the big cities the more surely was there a car.

Softly, fearing to break the thread, she put in, "I suppose you use the car in your business."

Theodore revived noticeably at this evidence of understanding. "Yassum, de cyah *am* my business. How I gonto hunt me a job effen I ain't got no cyah? An' effen I don' pay foh my cyah I won't have no cyah."

Miss Bailey pressed on. "You use it other ways, too."

"Yassum. I carries folks to wuk 'at ain't got no cyah, an I carries my chillun to pick berries an' do weedin' an sech, an' I carries my wife's washin's foh her. I'se wukkin' my cyah all de time. I'se got eight head o' chillun an' how kin I save up when I gotta pay foh my cyah?"

Miss Bailey had no answer. Thoughtfully she nibbled a blade of grass while Theodore returned to stricken regard of his deplorable shoes.

Then, because she knew that welfare ladies were relatively new phenomena in this particular region, she tried, still softly, to go back of the immediate event. "I suppose there was more work for you some time ago, before the welfare was here to help." With some effort Theodore recalled that all but forgotten period.

"Yassum, an' I didn't have so many chillun, an' seems lak folks was moh biggah h'arted dan dey is now. De folks I an' my wife wukked foh summahs would do sumpin' foh us pore folks when it got cole. But now dey say, 'You go to de welfare,' an' de welfare lady she say . . . an' I say . . . an' she say . . . an' I gotta pay foh my cyah."

Theodore drifted off into gloom and Miss Bailey crossed over to the little white building to look up the author of his despair.

Miss Larson, "de welfare lady," was enormously cheered to hear that Theodore was taking her seriously. "Really? Why, that's wonderful."

Theodore, Miss Larson explained, had been growing "chronicer and chronicer," coming to relief earlier in the fall and staying with it later in the spring. "In the beginning he came with the first snow but now he doesn't even wait for a frost. He comes with the goldenrod."

IN an urban community Theodore, with those indisputable eight "head o' chillun," might have gotten away with it, but not here where every member of the welfare board knew the strength of his passive resistance to work. You might say that Theodore had never worked since the older children had come to the age of "weedin' an' sech." "The Welfare" had made life easier for the neighbors by taking over from them the casually borne burden of winter support of the brood and certainly easier for Theodore since he only had to go to one door for provender instead, as formerly, to half a dozen back doors. But now, with more chillun at weedin' age, with Mrs. Theodore's washin's practically back at pre-depression level, the family, by all local standards, should be on its feet.

And what happened?

Theodore rolled home one fine day in a "cyah" to the wild joy of the children and the supreme pride of his wife. To be sure the first payment had been minute, but it was a "cyah," rich reward for the most prodigious feats of weedin' and washin'. The welfare board, said Miss Larson, was not amused. If Theodore's family could weed and wash him into a car it could weed and wash itself off relief. Theodore could expect nothing, it decided, come goldenrod, frost or snow, and Miss Larson must so inform him.

Miss Larson went on with the story: "Theodore wasn't home when I called. His wife, up to her elbows in soapsuds, said he was working the car. He really does pick up dimes and quarters taking people around—probably enough for his gasoline. I told her we couldn't do much of anything for them this winter, and that we were warning them now while there was still time to do something about it themselves, to plant late beans for example, and to dry apples and especially to save up money from her summer earnings. She agreed to everything, but advised me not to worry because, 'Now we got a cyah I spec' we'll be all right.'

"A week later Theodore turned up. His wife had lost a couple of washings and his oldest boy his job and it seemed like he'd have to have his relief right away. There wasn't much use reading the riot act to him, he'd just Yassum me and we'd get no forrader. But I did make it clear that with work still to be done in the fields and with time to plant a late garden he'd get no relief from this office. That was two weeks ago. Every day since he's parked out under that

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tree, just sitting. No, I wouldn't call it picketing, that's too vigorous a word to attach to any action of Theodore's.

"Of course it wasn't Theodore alone who caused the board to put its back up. It was a lot of him who, we discovered by careful check, were rolling high and handsome in the summers, when work around here is plentiful, and dropping back into the lap of relief at the first slackening in the autumn. It had been going on ever since the FERA days when these people had their first experience with relief other than neighbors' handouts and occasional grudging grocery orders from the county commissioners. Year by year their time on relief had lengthened, although work opportunities had increased. We found that some of them this summer were making practically double their relief budgets. But were they saving up for winter, were they canning garden stuff and fattening a pig? Oh, no. They were buying 'cyahs,' making first payments on plush parlor suites and radios, on pianos and sets of books. And we know perfectly well that within a week after work dropped off they'd be here without a nickel to show for their summer's work."

"Except the things they'd probably dreamed of all their lives," put in Miss Bailey, remembering a suppressed yearning or two of her own.

"Oh, don't worry about that," Miss Larson countered. "They've had 'em before and the installment houses have taken 'em back.

"Anyway the board decided we had to do something. Our prospect for relief funds this winter is shaky. It was only kindness to warn these people that in all probability there just wasn't going to be any relief.

"WE weren't as hard-boiled about it as I probably sound. First of all we looked at the cases closed in the early spring by reason of employment and found some fifty-odd that had been closed for the same reason in preceding springs and as regularly reopened in succeeding autumns. For about half of them the employment always had been set down as permanent—optimists that we are—the rest as seasonal. We then went out to take a look at the family prospect for the winter; specifically, how many were working and at what and for whom; the total cash income for a typical week; other resources such as garden, poultry, live stock, and so on; special expenditures such as payments on debts, on a car or new furniture; and finally how the family itself was thinking and planning, if at all, against the winter. The interviews were friendly, discussing the outlook for the family and the financial state of the relief office."

"And what you got was Theodore," commented Miss Bailey sorrowfully.

"Oh sure, there are always Theodores," answered Miss Larson, her cheerfulness unabated, "but along with him we got a lot of understanding that will help us in planning our own winter budget and in giving certain of the families the little pushes and shoves that they seem to need to keep them going. In fact, if you don't mind a two-dollar word for a simple little undertaking, the whole thing has been definitely educational, for them and for us."

"Just what did you turn up besides Theodore?"

"Well we turned up Marm White and her sockful of dimes and quarters under a board in the floor, and the Delphy Jones' big garden, most of which is being dried and canned—but suppose I give it to you in figures."

Miss Larson took a plump folder from her desk and ran her finger down a neat summary sheet. "Of the fifty-eight families observed twenty-seven fondly believed their work to be permanent, thirty-one seasonal or casual. All of them were making more than their budgets. When it came to planning there was little difference between the permanents and the seasonals; in both groups some did and some didn't look ahead, according to the kind of people they were.

"OF course you must remember that they were all submarginal, that at best they hardly could be expected to make it through the winter without help, and that they had a long habit of asking and getting, casual in the old days, regular during the past few years. The best we could do was to promote and encourage planning and to make it plain that this office is a weak leaning post.

"Now what did we find in terms of planning. Of the fifty-eight, twenty-seven were making an honest effort, doing the best they could within the possibilities; seventeen were making stabs at it, meaning well but not knowing how; fourteen were doing absolutely nothing, living each day as it came and, like Mrs. Theodore, 'specting that everything would be all right. For the twenty-seven there is little we can do now except to cheer them along. But this check-up puts us in a good position to estimate their situation when and if they have to have help.

"Our chief effort now is with the second group, the seventeen, encouraging them, suggesting new ways to husband and increase resources and generally doing as much of an educational job as we can. I truly believe that if we had the time and staff to teach these people how to manage what they have they wouldn't need to turn to relief. The poor things simply don't know how. As it is they're pretty sure to be back on our doorstep when snow flies, but we and they are doing something at least to postpone that day."

"And what about the others, including Theodore?"

"There, of course, we're stumped. We're keeping the heat on him, cajoling and warning and acting very, very stern, but in the end those eight 'head of chillun' will get us down. We can't let them suffer, and I suspect that Theodore knows that as well as we do.

"But do you know," Miss Larson brightened visibly, "I'm not hopeless, in theory anyway, about the Theodores. If we had money enough to assign a bang-up worker to our Theodores, a worker so good that they could understand her, who could meet them where they are and go along with them in learning, I'm not so sure we couldn't get the Theodores, or at least the next generation of them, on their feet. It would be a long hard job but I believe it's the only way we'll ever get them off relief. Wouldn't you think we'd be bright enough to try it, instead of fiddling around?

"Well, we can't tell yet what our summer visitation has accomplished but I'll bet you a lunch that we will be able to show a saving in dollars and cents, to say nothing of a more up-by-the-bootstraps attitude in the people themselves. And if we can show either or both of these, then next summer we'll really go to it."

As Miss Bailey picked her way through the dusty goldenrod back to her long-suffering escort, Theodore opened sleep-logged eyes to watch her pass.

"Well, brace up, Theodore. I hope you get along all right this winter," she called to him.

"Yassum. Leastways I got my cyah," said Theodore.

This is the seventh of the new series of articles, "Miss Bailey Says . . .," in which that veteran of the relief organization sums up her observations of social services over the country and her discussions with workers close in to the job.

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The Common Welfare

Fame

THE story comes out of California relayed from St. Paul by way of Chicago, with no one knows how much embroidery en route. Anyway, it seems that in a written test for social workers, given somewhere in California, was the question, "Who is the author of the articles, Miss Bailey Says . . .?" and one little dear, bless her heart, answered confidently, "Harry Hopkins."

Our Common Wealth

CONSUMERS' interests are "superior to monopolistic, industrial and financial claims or national aggrandizement." Concern for workers and consumers is "the final test of the effectiveness of the utilization of natural resources." Exchange of raw materials is the rational method of their distribution "rather than military aggression." These conclusions emerged from the papers and discussions of the study conference of the International Industrial Relations Institute on the world's natural resources and standards of living held at The Hague in early September. The participants represented management, labor, the social sciences and public administration in Austria, Great Britain, Holland, Japan, Mexico, Spain, Switzerland and the United States.

The group recognized that even its own membership could not agree on the thorny subject of reorganizing the economic system. But accepting the general objective of planned utilization of natural resources for raising standards of living, the conference focused its discussions on three "necessary first steps." First, the establishment of labor standards in areas of production of raw materials. Second, a world clearing house for the human sciences, as originally put forward by the IRI in 1931, and more recently advocated by the King of the Belgians. Third, "comprehensive workers' organizations," including farmers, industrial, intellectual and professional workers.

Fortune's Unemployment Survey

"ARE reliefers bums? No. Have they had much education? No. Did industry fire them because they could not do their jobs? No. Do they ask too much help? No. Has industry taken many of them back since 1935? Yes, almost half. Is there a shortage of skilled labor? Yes. Is there an abundance of unskilled labor available to industry that is not being 'bid away' by WPA? Yes. Are the local communities doing as good a job of giving direct relief to the unemployables as the federal government did two years ago? No."

Thus *Fortune,* the de luxe magazine for, by and about business, summarizes the unemployment relief situation in a notable article in October. The most expensive single manuscript ever assembled by its editors, it challenges wishful or hazy judgments on the social burden of unemployment despite recovery. The above catechism is not a quotation of opinion, but the product of research—a sample following the technique of the regular *Fortune* Quarterly Survey in three boom communities, two chronically depressed regions, and six communities between "bounding prosperity and continued economic gloom." Social workers will recognize the authenticity of the samples as well as their projection into a general picture of over five million unemployed and their fifteen million dependents. The most dramatic study thus far made by any lay group it is also the most challenging in its candor.

At the risk of being accused of beating the tom-tom for Harry Hopkins, the editors say of WPA: "One result of the research will perhaps startle you: this impartial and wholly unbiased survey gave strongest support to the feeling that the *machinery* (as opposed to the laborer cared for) of the damned and despised WPA functions with an efficiency of which any industrialist would be proud." This *Fortune* article, complete with statistical appendices, should be required reading for those business men who are sometimes vaguely inclined to discount similar material in *The Survey* and *Survey Graphic* as perhaps a little remote from the practical, workaday world of business and budgets. For, as *Fortune* advertises itself: *Fortune means Business.*

"E. A."

DEATH came to Edward A. Filene in mid-September at the American Hospital, Paris. Thus it put a stop to a world traveler with honors and orders from half a dozen countries; but not to the ideas that he carrried in his kit. For example, early and undismayed, he was an exponent of economic sanctions as alternative to war. Founder of the International Management Institute at Geneva and co-founder of the International Chamber of Commerce, he was on one of his inveterate missions for rapprochement and understanding among men and nations. Two years ago, in Moscow, he had worsted the same private enemy—pneumonia—that stood in his way. Now at seventy-seven it caught him in his stride; but not before, out of his heart and insight, he had called on the United States, Great Britain and France to join forces with China and Russia to preserve world peace in the present crisis.

A fuller measure of the man comes closer home. Small merchant turned magnificent and millionaire, he lived out his belief that he and his kind can give back their best to society, neither by withdrawal or philanthropy, but by staying in business and demonstrating how human gains can be made in the primary processes of work and trade. Today, spread across the country, largely through his individual support and conviction, are 6300 credit unions, with assets of $75 million, giving strength to the elbow of everyday people as buyers—just such people as he originally met across the counter. He had them in mind when he helped to recondition the Boston Chamber of Commerce and institute the national and international chambers. At the time of his death his most considerable creation, The Twentieth Century Fund, was engaged in an inquiry into distribution, designed to get to the heart of consumer problems. For himself, he projected a central buying and service organization for a chain of cooperative department stores as a fresh alternative to the existing profit system. He was to see some of his contrivances, such as the Boston

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City Club or the U. S. Chamber of Commerce fall short of his hopes for them; or perhaps it was that he himself forged ahead. At least—and this was another insurgent characteristic of the man—he simply clambered over failures; they never stopped him when it came to new ideas or new improvisations charged with the future.

Interstate Common Sense

THE fruit of long negotiations was plucked last month in Kansas City when, at the third annual meeting of the Interstate Commission on Crime, a compact was consummated by which twenty-nine states, through their governors, agree to supervise the parolees and probationers of the others. The compact permits any person on parole or probation in one state to reside in any other contracting state where he or his family can show residence and where he can obtain employment provided that the state in question agrees to receive him. Men so transferred will be supervised on the same basis as those whose cases originated in the receiving state. Provision is made for the return without extradition proceedings of men who violate their parole or probation and of their transportation without interference through any of the contracting states. Rules for the enforcement of the compact are now being formulated.

This new compact is one of several promoted by the Interstate Commission in its effort to develop intergovernmental cooperation in curbing crime. While designed primarily to strengthen the hands of law enforcing agencies it is not unmindful of the common sense fact that restrictions, often meaningless, which separate the paroled man from his family or from a job, may endanger the success of the whole parole procedure.

The compact puts a new responsibility on the parole agencies of the contracting states. Few if any of them ever have had funds or personnel adequate to a real job within their own borders. The obligation they now have assumed may be the challenge which will lift weak standards of parole supervision to the level of the best. No state will do less for its own than it is called upon to do for its neighbors.

Up to the Cities

IMAGINE every householder in a city the size of Schenectady, N.Y., with its almost 100,000 population, hunting for a new home, for proper living quarters within his income. That, by comparison, is what is happening in New York City where 19,000 families have applied for the 1622 family units in Williamsburg Houses, largest of the fifty-odd PWA Housing Division projects over the country. Some 10,000 of the applicants were found eligible as to income. Further investigation led to the selection of 700 families as first tenants. On October 1 forty-five of them moved in, to be joined by some 1500 others before the end of the year.

With the passage of the National Housing Act [see *The Survey,* September 1937, page 288] comes a new era in public housing and a new set of rules. But the fact that the demand for quarters in the emergency program projects so outruns the supply is significant. Applicants for Williamsburg alone would have filled all the PWA buildings.

These PWA projects offer food for thought, as was emphasized at the recent conference of some forty experts called by Secretary Ickes to disuss the administration of the new law. The experience of the past four years must be carefully studied and set down in black and white, especially since the great problem is to get rents down low enough to meet both the need of the people and the terms of the act.

A problem even more difficult, many speakers at the conference maintained, is to educate John Citizen as to the country's housing need. As yet only thirty states have passed enabling legislation; only fifty cities have set up housing authorities through which the federal law can function. While no one state can receive more than one tenth of the $500 million of federal funds provided, more authorities equipped to meet the terms of the act must be established if even this sum is to be turned into houses. Half a billion dollars is a small sum in relation to the national need for housing, but unless it is used promptly Congress is not likely to recognize that fact. Before cities can use federal funds to construct housing for their people they must set up the requisite housing authority.

Wasted Treasure

THAT this country is wasting its most precious natural resource, its gifted children, was the warning of Prof. Harvey W. Zorbaugh, speaking last month before the Vassar Euthenics Institute. Professor Zorbaugh, director of the Clinic for the Social Adjustment of the Gifted at New York University, estimates that there is in the United States a relatively small group of children who have "an I.Q. of 180 or above," from whom, he holds, must come the social and technological leadership of their generation. More, that only one such child is to be found in each 14,000 children—perhaps 164 in New York State's school population of 2,296,868; 1800 to 2000 among the 26,434,193 school children of the nation. Yet, Professor Zorbaugh points out, American school systems have made no effort to identify these potential geniuses, nor to give them "adequate educational opportunity." With millions of dollars lavished on the hopelessly handicapped—the dull, feeble-minded and imbecile—he finds our national neglect of the gifted "a major indictment of the educational system." He holds that: "Experience shows that unless such gifted children are early identified and given suitable educational experience, many of them as adults are wholly unproductive from the social point of view, and many others are vastly less productive than they might be."

And So On . . .

IF men of forty, as certain industrialists hold, are beginning to lose their "steam" how do they account for what the American Legion conventioneers, admittedly forty-ish, did to New York for three unforgettable September days? . . . At a recent convention the Grand Lodge of New Jersey IOOF voted to continue the operation of its thirty-year-old orphanage even though only six children were living at the time in the building designed for sixty. . . . A sit-in demonstration of unemployed musicians in a New York movie theatre stuck it out through six showings of the feature picture but gave it up when the sound machinery started in for the seventh time on the theme song, Let's Call the Whole Thing Off. . . . For some 8500 social agencies in nearly four hundred cities, mid-October marks the opening of the intensive 1937-8 mobilization for funds, led nationally by Community Chests and Councils, Inc. Charles P. Taft, II, of Cincinnati heads a committee to enlist the help of radio hook-ups, newsreels, publications, citizen groups everywhere and—far from least—Shirley Temple.

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The Social Front

Public Assistance

LOOKING toward the coming union of its emergency relief bureau and its public welfare department, New York City is preparing to call all public assistance by its proper name, be it home relief, old age assistance, veteran relief, aid to dependent children or whatever, and to unify administration accordingly. A demonstration unit has been established on Staten Island where all forms of public assistance which have been administered by the Department of Welfare, and all relief activities formerly handled by the ERB are now the business of a single welfare center with a single staff. (An exception is mother's aid which comes under the Board of Child Welfare.) A district which had a relatively small number of relief cases was chosen as a laboratory to work out methods and procedures. It is expected that the experience will demonstrate the best ways of decentralizing administration geographically, through welfare centers in various boroughs, while at the same time centralizing responsibility for types of assistance and coordinating services. The new procedure, made possible under a new state law, will allow any one investigator to handle all types of cases within the geographical area to which he is assigned.

"The family is the center of the problem," William Hodson, city commissioner of public welfare, and Edmond B. Butler, secretary of the ERB board, sponsors of the plan, point out. "One investigator should deal with that family whether the difficulty is unemployment, old age, blindness, or any combination of handicaps. This plan will provide more prompt, more convenient and adequate service to the people who must have help and are entitled to receive it."

It is expected that the new centers will be established as the coming consolidation is effected and as methods are evolved at the demonstration center. The special services now available through ERB—medical and nursing facilities, special diets and clothing allowances—eventually will be available as required by all receiving assistance through the welfare center. Special training classes and a manual of procedure to familiarize staff members with their new duties are planned.

Senate Study—Alan Johnstone, one-time state director of emergency relief in South Carolina and former field representative for FERA and later for WPA, is counsel to a special Senate committee to investigate unemployment and relief. The committee was appointed during the efforts of Congress to slash the 1937 relief appropriation by one third. [See *The Survey,* July 15, page 225.] Where resolutions and bills for a broad study of unemployment and relief failed, this Senate-appointed committee gives promise of one effort to gather fairly extended information on the subject. Hearings probably will start in November, calling in employers, officials and others concerned in an attempt to "evaluate" the work of existing relief agencies—WPA, PWA, CCC and the late Resettlement Administration. The committee's aim is to recommend to the Senate a permanent relief policy when it makes its report in March, 1938. Points which Mr. Johnstone is expected to recommend for study will include: extent of unemployment (as revealed by the coming registration); numbers of persons receiving benefits of all kinds, federal or state, for unemployment, old age or physical incapacity; need for vocational "retraining"; economic value of work projects; rural relief problems; financial ability of states and cities to share relief burdens.

CCC—By new legislation relating to CCC which Congress passed last June, enrollees (except veterans) who on September 30 had served more than eighteen months or who had passed their twenty-fourth birthdays were forced to return to their homes to seek outside employment. If they are generally unsuccessful still further demands on local relief will result, as CCC members whose families are on relief must send home $22 monthly, which sum is deducted from the family relief allowance. Also dropped from CCC on September 30 were the group who were allowed to enroll because they possessed some special skill but were technically not eligible for CCC.

By a last minute ruling, large groups were made eligible for re-enrollment for an additional six-month period.

Perennial Problem—In sharp contrast to the hopeful expressions current from WPA headquarters, local relief administrations already are beginning to find themselves short of funds or prospects of funds to complete the year. Chicago, in fact all of Illinois, again is up against a stiff problem of financing; so stiff in fact that Relief Commissioner Lyons was moved to conclude that "employment seems to be the only answer inasmuch as the various governmental units of the state, including the city of Chicago, have done everything they can do within the law toward meeting the problem locally." A steadily rising case load through the state appeared in August—unexpectedly early—and caused Governor Horner hastily to convene a group of leading citizens and officials. They, too, concluded that state and city had gone the limit of taxing ability and that "the crisis could be met only if commerce and industry would take up the slack represented by employables still on the dole."

In New Jersey deficits in state funds loomed so large that a special session of the legislature is expected, on call of Governor Hoffman, in October. The deficit in the 1937 relief bill estimated by the governor at $3 million to $4 million was put by Workers' Alliance spokesmen at a probable $7 million. Both agreed that in any case the sum lacking could not be met by the resources of municipalities. . . . A recent report on relief in New Jersey shows average relief per case to have been $22.58 in June 1937, as compared to $19.20 in June 1936. The significance of these figures, a correspondent points out, is that the State Financial Assistance Commission (which in New Jersey supplies supplementary funds though relief administration is entirely local) has persuaded local overseers to include certain extra items, such as medical care and milk. . . . A ruling by the attorney general of New Jersey advised the SFAC that, although the act of 1936 creating the commission specifically authorized cash assistance, paid monthly, the commission is without authority to withhold funds from certain localities which require relief clients to work for food orders.

Relief and Pensions—General relief funds in Colorado are being seriously pinched by the depletion of state welfare funds from liberalized old age pension provisions now operative in the state. Where formerly more than 37 percent of the state welfare funds were available for state aid to relief of unemployed and destitute, now 85 percent of the funds go for old age allowances. In six months of financing relief in Denver by special appropriations, "hand to mouth," the needy other than old age assistance clients received: from January through May, 60 percent of their minimum budgets; in June, 42 percent; and by mid-July only 38 percent.

Supplementation—In Illinois as elsewhere big families seem to be at the root of the necessity for supplementing insufficient WPA wages with direct relief. The July report of the ERC, the last available, shows an average of 6.3 persons in the 7145 cases receiving such

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aid. In Cook County, which had 3959 of the cases, the average supplementation was $17.98; in the down-state counties $13.68. The entire expenditure of all local public relief agencies for this item came to $114,790 in July of which $71,190 was in Cook County.

WPA

LOOKING ahead at the fourth winter of WPA, Corrington Gill, assistant administrator, views as much of the prospect as can now be seen with no great alarm. In a recent address he told the New England Council of Mayors that the present employment total of approximately a million and a half WPA workers is expected, on the basis of usual seasonal increases, to rise to a peak of about 1,800,000 next February and March. WPA budgeting now is done on that expectation. The limitation fixed by Congress in setting the 1937-38 relief appropriation at $1,500,000—and that not all for the uses of WPA—is recognized as regrettable but arbitrary; and "makes it impossible for us to do what we would like to do—to give work to at least one employable in each destitute family." The federal policy for 1937-38 necessarily has been changed from last year's "care of the needy at whatever expenditure was necessary," to the current fiscal year's "necessity of caring for only as many as can be included in the limited money available for the purpose."

As to the consequences, according to a Washington correspondent of the *New York Times,* WPA officials now recognize that an added burden of relief has been thrown on states and localities through recent curtailments of WPA; that probably 25 percent of those who have been dropped from federal relief rolls are not now getting relief from any official source; and believe that "a vast majority of those who have ceased to be WPA wage earners are now private wage earners."

Problems, 1937 Model—An important provision of the 1937 relief appropriations act specifically provides that no "relief" person employed on a work project may be retained on that job if he refuses an offer of private employment at work he is capable of doing, if the private employer offers equivalent wages and reasonable working conditions. It provides further that if he leaves WPA and then, through no fault of his own, loses his private job and is again in need of relief, he shall be immediately reinstated under WPA. These provisions have been given point in recent weeks by labor shortages in cotton and tobacco growing sections. In Texas, Georgia, Tennessee, the demand for workers to harvest valuable crops resulted in attempts to force those on local relief and on WPA projects to take the jobs offered or be dropped from the rolls. Some refused, basing their objections on "fitness" for the jobs or on the size of the prevailing local wage. A dollar a day for backbreaking labor in cotton fields was reported to be "prevailing" in parts of Texas. WPA and relief administrations generally took the stand that, according to regulations, jobs must be accepted or else WPA or relief status would be lost. Some exceptions were allowed for "fitness."

In a tight spot for relief financing, city officials of Toledo, Ohio, are reported to have worked out a plan for putting to work on city parks and boulevards all employables on local relief rolls. Under this plan those who refuse, automatically are dropped. Employment is part time, at prevailing rates.

Current headaches in many localities are resulting from the further restrictions against aliens which were tied to the 1937 relief appropriations act. The new provisions give preference in WPA employment first to full-fledged American citizens and next to aliens who had taken out their first papers before passage of the 1937 act. While needy aliens are not actually barred, as a result of the practically universal inadequacy of WPA jobs to the need, those last in line get left. Thousands of aliens are being thrown on local resources or upon their own. The provision which previously barred aliens known to be illegally in this country has been tightened up to bar also those who have not declared their intention of becoming citizens.

Employability—Press and public comment increasingly recognizes the need for accurate information on the real nature of unemployment in the planning of public works, of relief and of industry. But at the same time widespread disbelief is evidenced that anything of much value will be forthcoming from the scheduled registration of unemployed.

The U. S. Chamber of Commerce, through a recent article in *The Nation's Business,* released a study from which it was concluded that at least half of an estimated five millions now unemployed are unemployable; hence that neither industry nor government public works programs ever can be expected to take up the lag. Admitting that the results of this rather limited study are inconclusive, a spokesman for the chamber offers cooperation in the coming census of unemployment and emphasizes the need for counting the employables among the unemployed in order to tackle the problem intelligently.

In a recent pamphlet, The Needed Link Between Unemployment Insurance and Relief [see *The Survey,* September 15, page 291], William Haber of the University of Michigan said that "while it may be hazardous to say that approximately 50 percent of the persons on WPA are not likely to find a job in private industry at any time, I make that statement, nevertheless, on the basis of the age and skill composition of the WPA in the State of Michigan and in several other industrial states."

Compensation

WHEN 168 Iowa employers of eight workers each recently volunteered to accept the provisions of the state unemployment compensation act, protection was extended to more than eight hundred individuals. "Many of the employers have headquarters outside the State of Iowa," states Walter F. Scholes, of the State Unemployment Compensation Commission.

Administration—The Massachusetts Unemployment Commission has ruled that employers will no longer be required to keep on payroll records for unemployment compensation purposes the number of hours worked by each individual employe. . . . Eighty positions in Georgia's State Bureau of Unemployment Compensation have been placed under civil service regulations. Governor Rivers announces that an agreement "to put all personnel and employes under the merit system has been signed by Judge T. F. Whitaker, commissioner of labor; L. P. James, executive director of the bureau; and the federal Social Security Board." . . . The North Carolina Compensation Commission has ruled that newspaper carrier boys are not employes of the publishers and that the publishers are not liable for taxes on the earnings of these "little merchants." . . . A representative of the U. S. Department of Labor is assisting the Alaska Unemployment Compensation Commission in opening employment offices, as provided for under the new law.

In the Courts—A test of the social security act, to determine whether firms undergoing reorganization must pay social security taxes has been taken under advisement in federal bankruptcy court by Arthur Black, referee. The states of Massachusetts and New Hampshire and the collector of internal revenue seek $4927 in taxes from the defunct Amoskeag Manufacturing Company. It is contended that the employes of the company are still working, despite reorganization, "and that the law was evolved for the benefit of employes." . . . The first test of the South Carolina unemployment compensation law is a suit for a permanent injunction, instituted by two employers to restrain the State Unemployment Commission from collecting contributions for unemployment compensation from the plaintiffs, S. B. McMaster, Inc., and the partnership of A. B. McMaster and C. J. Cate, Jr. . . .

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Chancellor James B. Newman has denied the application of the Southern Photo Blue Print Co. and Taywal, Ltd., both of Chattanooga, for a restraining order to enjoin the State of Tennessee from collecting levies under the unemployment compensation act.

Coordination—With unemployment compensation becoming payable in twenty-two states after January 1, and with the rest of the states soon following, the Social Security Board and the state unemployment compensation agencies are cooperating in setting up plans and procedures. The board has announced grants totaling more than $1,200,000 to thirteen states for financing expansion of their employment services. Similar grants to other states will soon be made. In connection with unemployment compensation legislation and administration, the board, through its Bureau of Unemployment Compensation, and the Department of Labor, through the U. S. Employment Service, have so integrated their functions that they act as a single agency.

Study and Report—Social security will be included among the governmental problems studied by members of the Harvard faculty during the current academic year, under grants totaling $41,257 awarded by the Committee on Research in the Social Sciences at Harvard.

Schools and Education

AMERICAN Education Week, 1937, will be observed November 7 to 13. The observance is sponsored jointly by the National Education Association, the U.S. Office of Education and the American Legion. Last year nearly seven million parents and citizens visited the public schools on this occasion. The general theme this year is Education and Our National Life. Posters, leaflets, and program material may be secured through the National Education Association, 1201 Sixteenth Street, N.W., Washington, D.C.

Work Camps—More than two hundred students from eastern colleges spent their vacations in a combination of work and social discussion in the volunteer work camps directed by the American Friends Service Committee, 20 South Twelfth Street, Philadelphia. The camps "aim to develop a non-violent technique of social change and to serve as substitutes for military training." [See Pick and Shovel Holiday by John F. Reich, *Survey Graphic* for April 1937, page 232.] In Philadelphia, for example, the students made a community survey of an area where Negroes are crowding out Italians and Hungarians; they also served as recreation directors, built a children's wading pool, and remodeled the interior of a settlement building. At the Delta Cooperative Farm, Hillhouse, Miss., they studied the sharecropper problem, conducted a school, built a guest house, a playground, and a bridge across a bayou. Other camps were located in the Fayette County coal fields of Pennsylvania, in the Tennessee Valley, and at the Tunesassa Indian School, Quaker Bridge, N. Y.

Emergency Teaching—For 300,000 elementary school pupils kept out of school by the outbreak of infantile paralysis in Chicago, class work was carried forward by radio. Beginning with setting up exercises at 7:15 a.m., six radio stations took turns in broadcasting instructions until 7 p.m. Fourteen principals cooperated in formulating the course of study for pupils from the third through the eighth grade. Science, mathematics, English, geography and history were included in the radio curriculum. Daily papers cooperated in publishing material to guide students in their radio classes. Because of lack of radio time, highschool subjects could not be covered and highschool students were advised by radio to review their last semester notebooks.

Veblen College—Plans are announced by a group headed by Prof. Joseph K. Hart of Teachers College, Columbia University, for "a cooperative school to deal with problems of social change." The goal is a new, independent college "which would make social reconstruction its chief problem and its chief purpose." The new institution already has a hundred acres near Hightstown, N.J., as a site, and is embarking on an endowment campaign. (Ralph H. Read, executive secretary, 1107 Broadway, New York City.)

Youth Aid—Federal assistance to needy school and college students through NYA, will be curtailed by about one third this year, a cut of nearly $3 million. Allotments to the states under the student aid program will not exceed $20 million for the current academic year, and student employment quotas will not go above 220,000. Last year more than $28 million was spent on the program, with enrollments totaling 310,000. Graduate aid as a special subdivision of the program has been eliminated. A special fund of $70,000 has been set aside again this year for the assistance of Negro graduate students in states which do not offer advanced courses for Negroes. There is also a special allotment of $311,550 for needy highschool students in ten midwestern drought states, and a similar provision for college students will be made.

Pennsylvania's New Law—A yearly enumeration of all children six to eighteen years of age is required under Pennsylvania's new school laws, and the state superintendent of public instruction is authorized, at his discretion, to require a state census of all minors. At the same time the age for compulsory school attendance is raised to eighteen years, with those who complete a four-year highschool course before eighteen, and certain others exempted. Other significant provisions require that all public school buildings hereafter built or rebuilt shall provide a health room for physical examination, and that buildings must conform to better standards of light area, floor space and cubical size. Provision is also made for the identification and special education of mentally retarded children and for the care and treatment of other handicapped children.

Record and Report—A new edition of An Introduction to Progressive Education, by Samuel Engle Burr, superintendent of schools, New Castle, Del., has been prepared by the author, with new material on the "activity program" and a bibliography. (C. A. Gregory Co., 345 Calhoun Street, Cincinnati, Ohio. Price 50 cents) . . . Four Years of Network Broadcasting is the title of a report on the "You and Your Government" radio program, by the Committee on Civic Education by Radio and the American Political Science Association. (University of Chicago Press, Chicago. Price 25 cents) . . . To encourage the study of American history, Harvard University has issued a stimulating study program and reading list compiled by members of the faculty for Harvard students and for the public. No charge.

Jobs and Workers

SUGAR beet and sugar cane growers have been warned by the Farm Administration that they must comply with the child labor provisions of the new Sugar Act to qualify for benefit payments under the act. The measure, signed by the President September 1, provides that to be eligible for payments, growers cannot employ children under fourteen years of age in the production, cultivation or harvest of beets or cane. Children between fourteen and sixteen cannot be employed more than eight hours a day unless they are members of the immediate family of a person who owns at least 40 percent of the crop at the time the work is performed.

Count of the Jobless—Plans for the immediate registration of the unemployed and the partially unemployed have been approved by President Roosevelt. John D. Biggers, head of the Libbey-Owens-Ford Glass Company of Toledo, is directing the undertaking, for which the President has allotted $5 million from relief funds. Instead of a census, the plan is for a voluntary enrollment through the Post Office Department. Mr. Biggers announces that very simple blanks will be distributed to 31 million homes. Plans are being

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made to help registrants, especially foreign language groups and illiterates. While the law sets April 1 as the date by which the count must be completed, Mr. Biggers hopes to finish the job before December 1, because of the holiday load on the Post Office and the post-holiday slump in employment. The definitions of "unemployed" and "partially unemployed" which will be used have not been announced.

Minimum Wage — Clothing, food, shoes, fuel, light, rent, medical and dental care, and a few beauty and recreation items are being priced in fifteen representative New York cities by trained investigators, as a step toward determining the cost of living which the legislature set as one of the measures to be used in determining minimum wage standards for women and minors. The other two factors to be considered under the new law are: fair value of services rendered by wage earners, and wages paid for comparable work by other employers in the state. . . . A series of new orders has been issued by the State Welfare Commission of Oregon for many of the state's industries. In most orders, the important change is a cut in hours of work for women from nine a day and forty-eight a week to eight a day and forty-four a week, with an increase from 27½ to 30 cents an hour for experienced workers. . . . In Oklahoma, where the minimum wage law applies to both men and women, hearings have been held in the laundry and dry cleaning, automobile repair and filling station, wholesale and retail mercantile and drug manufacturing industries.

Union Clinic—The United Auto Workers announce the opening of a Medical Institute to combat industrial disease in the automobile industry. It will be in charge of Dr. Frederick C. Lendrum, formerly of the Mayo Clinic in Rochester, Minn., under the advisory directorship of Dr. Emery Hayhurst, consultant of the Ohio State Board of Health. The first problems to be studied by the institute will be lead and chromium poisoning, silicosis, industrial skin diseases, fatigue and speed-up neuroses. The union has made an initial appropriation of $10,000 to launch the undertaking.

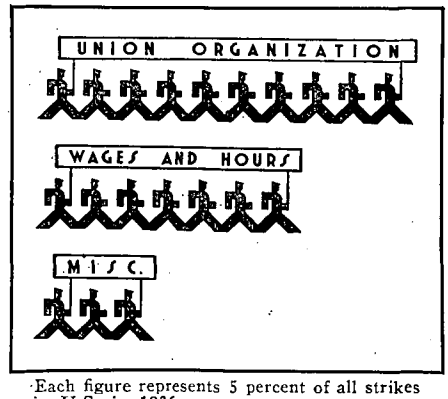
Record and Report—The American Federation of Labor (AF of L Building, Washington, D.C.) offers an admirable monthly Survey of Business, giving "labor's viewpoint on the business situation, with facts and figures on labor's buying power, wages, hours, cost of living, and the developments affecting them." . . . The story of one international union is dramatically told in pictures and text in ILGWU Illustrated, a history of this organization of ladies' garment workers from 1900 to 1937. . . . The National Child Labor Committee, 419 Fourth Avenue, New York, offers a useful round-up of information in a new Study Outline on Pending Federal Child Labor Legislation.

For Industrial Peace

NEWARK, N. J., recently was added to the short list of American cities which have set up local agencies to conciliate and arbitrate industrial disputes, in the effort to forestall or shorten strikes. The Newark Municipal Labor Board is made up of ten members, three representing labor, three representing employers, and four, the public. Although the board cannot legally end disputes, its services will be available both to employers and employed. The executive director will try to handle minor difficulties, but if these informal negotiations break down the dispute will be placed before the whole board. The experiment was suggested to the City Commission by Mayor Meyer C. Ellenstein.

Wisconsin—The law creating the Wisconsin Labor Relations Board, passed in March 1937, is very similar to the Wagner act. The chief differences are: it definitely prohibits company unions, and such unions, "initiated, financed or dominated by the employer," cannot even be put on the ballot in elections to determine the collective bargaining agency; only unions listed by the board are entitled to the advantages of the act, and the board may list only *bona fide* labor unions. The Wisconsin law expressly sanctions closed shop agreements; it vests the board with duties of mediation, and provides for cooperating committees of employers and employes.

The board was established April 27, and its first report, to the close of the fiscal year, July 1, states that 197 formal and informal cases had been considered, with settlement by mediation and informal conferences "in a very large percentage of the cases brought before it." Board and staff members also had assisted in the settlement of sixty-five strikes involving more than 13,000 persons. "There has been a progressive decrease in the number of strikes and the number of employes involved since the board started to operate."



Each figure represents 5 percent of all strikes in U.S. in 1936.

Causes of Disputes

In its last session, the Pennsylvania legislature set up machinery within the state for collective bargaining and mediation. The state labor department offers a pamphlet, setting forth in simple text and many charts "how industrial differences may be settled peacefully and fairly, giving the worker the recognition that is his right, and the employer the protection that is his due."

Toledo—The first municipal agency for dealing with labor disputes, Toledo's Industrial Peace Board, recently celebrated its second birthday, and summarized its activities to date. The board has acted on issues involving from one to three thousand workers, and has settled sixty-two out of a total of eighty-eight "cases" before they reached the strike stage. The board is now part of the municipal government, supported by public funds. The 1937 appropriation of $7250 covers the salaries of the director, a stenographer and "incidentals." There is a panel of eighteen non-paid members of the board. The procedure is the same as when the board was created: "It mediates, never arbitrates; suggests, never issues orders; operates with a minimum of publicity; never issues statements of opinion; and does not and cannot compel employers or labor organizations to meet with it"

New York—New York's recently established State Board of Mediation had, as one of its first cases, a strike of service employes of the Hudson Terminal Buildings in New York City. The workers demanded higher wages and improved working conditions, and the strike developed a good deal of violence. Through the efforts of the mediation board, the strike was settled with an agreement granting wage raises of from 5 to 7 percent, and recognizing the Building Service Employes International Union, affiliated with the CIO, as the bargaining agency for the workers.

Milwaukee—A recent Milwaukee ordinance authorizes the appointment by the mayor of a committee made up of three representatives of labor, three representatives of employers, three of the churches. This committee is directed to inquire into such industrial disputes as they arise, and to make "advisory findings" on three points: Has the employer refused to meet with representatives of employes for the purpose of collective bargaining? Does his refusal cause the assemblage of two hundred or more persons within an area of half an acre adjacent to his place of business? Does this assemblage constitute a danger to life, limb and property? Based on these findings, the mayor issues an order. Any em-

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ployer failing to conform to it is subject to fine and imprisonment.

Record and Report—Labor Relations Reports is a new weekly news service, covering events, court and labor board decisions in its field. Edited by Dean Dinwoody, it is published by the Bureau of National Affairs, Inc., Washington, D. C. . . . The City's Role in Strikes offers "a new outlook and suggested techniques for municipal officials" in time of trouble. (International City Managers' Association, Chicago. Price 50 cents.)

Old Age Benefits

A SUMMARY of the Social Security Board's activities as of September 15 showed the old age benefits program in full swing, with approximately 33,500,000 applications for accounts.

Bookkeeping—As the first step toward paying future benefits, the Social Security Board is posting the amounts earned by 32 million workers during the first six months of 1937. This vast bookkeeping task is being performed by machines "with human help." Three thousand workers on night and day shifts are required, to make and check the records. The Bureau of Federal Old Age Benefits is reported to be experimenting with a plan for decentralizing the records. If it succeeds, the records will eventually be transferred to field offices. . . . Because of inadequate identification of persons on whose wages taxes have been paid, the Social Security Board is finding it necessary to credit thousands of dollars of earnings to the accounts of unidentified persons. The board's policy is to set up a "John Doe" account, on the theory that some day the employe may claim his earnings credits and be satisfactorily identified. It is feared, however, that a large sum of earnings will never be accounted for.

Bank Proposals—A private pension plan has been recommended to the 815 members of the Illinois Bankers Association. Under the proposed plan employes would get 40 to 50 percent of their salaries when they retire at sixty-five. Contributions would range from 4 to 6 percent of salaries, depending on their ages, and the banks would contribute an equal amount. Should the social security act be amended to cover employes of national banks, the plan could be modified so that total payments would be no higher than under the private plan. . . . A plan for a self-administered joint old age benefit system for the banks of New York State, on which the state Bankers' Association has worked for two years, has been completed. It is expected that it will be put into operation by January 1. Employes' contributions will amount to 4 percent of their salaries. Employer contributions will vary somewhat, but will run to about 5 percent of total payrolls. The plan covers three major hazards: death, old age, total and permanent disability.

Private Plans—Federal Judge Julian W. Mack has authorized the receiver for the I.R.T., one of New York City's subway systems, to wind up the company's present pension plan, refund $1,500,000 paid into it by employes, and establish a new program conforming to the social security act. All pensions in effect August 1, 1937, are to be paid to their beneficiaries for life. . . . The private retirement plan for employes of the International Harvester Company has been modified, to provide a larger measure of old age security for employes with long service records.

Veterans' Demand—At the annual encampment of the Veterans of Foreign Wars, held recently in Buffalo, N. Y., the Washington lobbyist of the organization was instructed to demand revision of the social security act so that unemployable foreign war veterans can begin to draw old age benefits at the age of fifty instead of sixty-five.

Old Age Assistance

RESUMPTION of federal grants to Illinois for old age assistance was announced August 30, just about a month after their suspension because of Illinois' failure to conform with requirements of the federal social security act. It was announced that Illinois had "taken steps to bring its administration of old age assistance into conformity with the act, by effecting necessary revisions in the set-up and operation of the state plan." Assurance was given, also, of further improvements and strengthening of the present state organization. Specifically, changes by which Illinois regained official favor involved: financial and accounting records; fair hearing procedures for those whose claims for assistance are denied; more accurate statistical reporting; administrative changes making for increased competency of personnel.

The salubrious effect of the Illinois example is seen in various parts of the country, in newspapers, professional bulletins, welfare publications. In one state the local administrators were asked to double-check their procedures against the points of criticism brought against Illinois. In another, a newspaper editorial took this occasion to warn of the dangers of inefficient or politically-minded administration of social security programs. One state welfare administration, while concluding that it was not vulnerable on any of the points mentioned, warned counties that the breakdown of even one of them could jeopardize the whole state program.

Meanest—The "meanest racket" has cropped out in Tennessee, where it was revealed by an old age assistance client, calling to ask why her check had not arrived, that she had paid someone a dollar "to speed it up."

Golden State—A new law recently signed by the governor of California liberalizes provisions for old age assistance, allowing recipients to own real property not to exceed $3000 assessed valuation and personal property up to $300, and to have an outside income up to $15 a month without deductions. "Pension payments under the revised measure will not constitute liens on property" and all such liens heretofore created are released. All references to pensioners as paupers or indigents are removed. California's basic provision of a $35 monthly old age assistance payment and sixty-five year age requirement are unchanged.

A new welfare and institutions law, the work of the last state legislature, which became operative September 1, requires California counties to start legal action against legally responsible relatives of persons receiving old age assistance, aid to the blind or indigent aid, if relatives are financially able to assist. The state welfare board has opened war on pension "chiselers" said to be transferring property to other persons in order to be eligible for old age assistance. It is expected that cases of alleged fraud will be investigated by district attorneys or the attorney general.

Lows and Highs—Calculating by a "tentative census" of the anticipated number of eligibles for old age assistance in Oglethorpe County, Georgia, and doing some mathematical conjuring, local newspapers reported that probably some 700 claimants in Oglethorpe County would receive each about $1.50 a month. The average for the state, however, is reported as around $10. . . . Minnesota, on the other hand, has set its newspapers speculating by its average old age assistance payment of $19.39, compared with a national average of $18.63. Furthermore, 325 persons in each thousand of specified age are on Minnesota's old age assistance rolls, compared to a national average of 190 per thousand. Either Minnesota is too liberal or other states too niggardly, says the *Minneapolis Journal.*

No Money for Maine—A referendum on a proposed 1 percent retail sales tax to finance old age assistance and educational measures was overwhelmingly rejected by voters of Maine. State Senator Roy L. Fernald campaigned against the measure, calling it "an attempt to hide a thoroughly unpopular tax behind

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the popularity of old age and education." He insisted that the necessary $1,200,000 could be saved from other state expenditures.

However, at last reports old age assistance offices in leading cities of Maine had been closed, there being no money to continue operation, according to State Welfare Commissioner Leadbetter. Last available funds came from a supplementary appropriation voted by the legislature, pending the vote on the sales tax. These, with federal matching grants made up about half the scheduled payments for August.

The Public's Health

WITH infantile paralysis reaching serious proportions in many sections of the country, President Roosevelt has announced the formation of a new national foundation "to lead, direct and unify the fight on every phase of this disease." Although entirely separate from the Warm Springs Foundation and the hundred or so similar centers which treat the after-effects of the disease, the foundation will work with the treatment centers and the sixteen research centers now seeking means of prevention. It will carry on also "a broad-gauged educational campaign, prepared under expert medical supervision," to reach the professional and lay public. It will go further and study means of helping the sufferers from after-effects of the disease to become economically independent in their local communities.

At this writing personnel, sponsors and means of financing have not been announced. Although at present "unable to take an official part" in developing the foundation, President Roosevelt has declared himself "whole-heartedly in this cause."

For Rural Health—An increase of 279 county health units in the United States since federal social security funds became available is reported by Arthur J. Altmeyer, chairman of the Social Security Board.

A total of 946 counties now have health units. A strong impetus to dental health provisions also is seen in the fact that nine states are spending public health funds for dental services and thirty-one have included dental services to mothers and children in their maternal and child health plans.

A recent gift to the Boston Dispensary from William Bingham, 2d, Maine philanthropist, will create a medical center for rural physicians of New England, said to be the first of its kind. Mr. Bingham has contributed a total of $400,000 to build a diagnostic hospital and finance its operation. Specifically, the gift is designed to provide a medical center "at which the development of rural medicine may be planned and supervised." Through this medium new developments in medical science will be made available to the country doctor, usually slow to discover such advances because of his isolation and his busy life. In addition to this service, the new hospital will provide for patients from any economic group, in any corner of New England, the latest diagnostic facilities and medical advice. Consultation with specialists also will be made available to country doctors.

Very Vital—Recent vital statistics issued by the U.S. Bureau of Census show a rising infant mortality rate, declining birthrate and rising deathrate. The infant mortality rate, nation-wide, rose from 55.7 per thousand in 1935 to 56.9 in 1936. Connecticut had the lowest rate (42.1) while New Mexico had the highest (114.7) for the year just reported. The best record for any city of 100,000 or over was earned by New Haven with a record of 33.3. The infant mortality rate in New York City dropped from 47.8 in 1935 to 45.3 in 1936.

The year reported (1936) was the second consecutive year to show a drop in the birthrate, it being only one tenth of a point above the all-time low of 16.5, recorded in 1933. New York's birthrate has dropped from 19.0 in 1927 to 14.1 in 1936. Deathrates for recent years are: 10.7 in 1933, 11.0 in 1934, 10.9 in 1935, and 11.5 in 1936.

Neighbor's Health

SINCE last February eligible ships manned by eligible physicians have been allowed to apply by radio at the port of New York for medical clearance before reaching Quarantine. [See *The Survey*, May 1937, page 159.] This system, known as radio pratique, has expedited traffic considerably. Practically all the big transatlantic liners have been put on the list. There have been 565 ship arrivals under the system.

Last month came the first slip-up in the system. The Hamburg-American liner, Hansa, cleared by radio pratique, was found to have typhoid aboard, the ship's doctor having mistaken it for fumigation gas poisoning. The Hansa has now been dropped from the eligible list until certification that all sources of infection have been removed; her doctor has been declared permanently ineligible. Passengers who had left the ship when the trouble was discovered were followed up through

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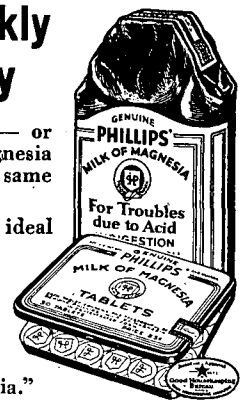

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

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their local health officers. So far as is known, no local cases have resulted from the incident.

Greatest Disease—The London letter of the *Journal of the American Medical Association* reports the growth among members of the British medical profession of an anti-war movement. Lord Horder, addressing the Royal Institution of Great Britain, recently declared that, "War is the greatest of all modern diseases, though it is primarily a disease of the mind and not of the body. . . . Science has enormously reduced the casualties due to the attack of the microbe on man; but science has increased in much greater proportion the casualties due to the attack of man on man." An organization of physicians in England has formed the Medical Peace Campaign, with a platform directed toward international amity, through the League of Nations. The British Medical Association, at its last annual meeting, voted the appointment of a committee to consider and report on psychologic causes of war, and to press for an international section under the Health Organization of the League of Nations to deal with the psychology of war, on lines similar to the present section on epidemiology.

Moderation in Mexico—From the news letter of the foreign information bureau, National Revolutionary Party, Mexico, D. F. comes the statement that "temperance rather than prohibition is the aim of Mexico's anti-alcoholic campaign"; that the "dismal failure" of the Volstead Law of the United States is taken as demonstration that it would be "imprudent for Mexico to insist on totalitarian dryness," but that measures must be taken for moderation. The campaign, launched over a year ago and said to have the full support of President Cardenas, now has reached the stage of bill-drafting. The new bill proposes regulation of labels and of advertising and propaganda for bottled drinks; fines and imprisonments against adulteration; prohibition of production, sale or consumption of drinks containing more than 60 percent alcohol, of absinthe in all forms, and of the sale of alcoholic beverages on holidays and under certain other special circumstances. Taxes would be levied according to alcoholic content.

Professional

A NEW program of professional education in social work has been announced by the Hartford, Conn. Council of Social Agencies, with the aim of exploring in a preliminary way the possibilities of developing a fully accredited school of social work in Connecticut. Despite the avowedly experimental nature of the project, the courses are planned to conform with standards of the American Association of Schools of Social Work and to include nearly all the courses which make up the basis of a professional social work curriculum. The work is for employed social workers in Hartford and vicinity. In general, a collegiate bachelor's degree will be prerequisite, though some exceptions will be allowed. Leroy A. Ramsdell, executive of the Hartford Council of Social Agencies, is director. A representative group of Connecticut social work executives make up most of the advisory committee.

Working Agreement—Because of the proximity of dates and frequent confusion in the public mind between the Red Cross roll call and the Christmas seal campaign of the National Tuberculosis Association, the two organizations have worked out a cooperative arrangement for 1937. In summary, the organizations agree that there is no official or other connection between the two campaigns; that their dates shall be, respectively, Red Cross roll call from November 11 up to and including Thanksgiving Day, November 25; tuberculosis seal sale from the day after Thanksgiving; that both, in cooperation with their local agencies, will make definite efforts to publicize and clarify their respective functions and characters and to avoid overlapping. It is specified that restrictions of dates shall apply only to the fund-raising periods and shall not interfere with year-round educational work or pre-campaign publicity.

Pursuit of Knowledge—A course on The Child and Society, given under the department of education of the Yale Graduate School by Dr. Orval H. Mowrer, is open this fall to parents, social workers and others concerned with the care and training of children. According to the announcement, Dr. Mowrer, who is a member of the Yale Institute of Human Relations, will consider both practical and theoretical aspects of the processes through which the child acquires "those ways of feeling and acting which are considered socially appropriate," and the consequences of inadequate or inappropriate child training. . . . A course in education of the blind, given previously as extension work is now offered as a regular course in the Harvard Graduate School of Education in cooperation with various public and private agencies for the blind in Massachusetts. The course includes a comprehensive survey of work with the blind, teaching problems, opportunity for reading, research, and observation of special method and practice. (Address Dr. Edward E. Allen, lecturer, Graduate School of Education, Harvard University.)

A current course on juvenile delinquency—causes, prevention, treatment—under auspices of the Rand School of Social Science in New York is offered to social workers, teachers, parents, probation officers. Twenty lecturers of note in special fields are participating in the fourteen sessions. (Address Jack Afres, at the school, 7 East 15 Street, New York.)

New York University this year inaugurated a series of "courses for the public service," designed as training for those preparing to enter or to advance in a wide range of government jobs. Subjects offered include: administration—state, local, financial, public welfare; social security, personnel, employment service. Apply to Paul A. McGhee, division of general education of the university, 20 Washington Square North, New York.

More Psychiatry—The New York School of Social Work, in cooperation with the Manhattan children's court of the city court of domestic relations, is planning a demonstration of what may be accomplished in the treatment of "repeater" juvenile delinquents by the use of improved methods. A training unit of eight graduate students, supervised by Madeleine Lay, New York School graduate who has been teaching at the University of Chicago, will be attached to the psychiatric clinic of the court.

Dr. Helen Montague, clinic director, and Dr. Marion E. Kenworthy of the mental hygiene faculty of the school will supervise the demonstration. Observations will be made of the efficacy of needed psychological and psychiatric treatment in reducing the number of persistent juvenile offenders.

The New York City Board of Education recently announced a plan to employ eighteen psychiatric social workers for the public school system within the next three years at the rate of six each year. According to the announcement, emphasis will be put on relations between parents and children and home visits will be made in an effort to adjust differences within the family. Pointing out that special attention to the maladjusted and anti-social child is in line with the board's general policy of expanding the work of the bureau of child guidance, the chairman of the board of examiners has announced that the work will be on a high scientific level; that "candidates must know sociology, psychology and social work," and that a baccalaureate degree or equivalent preparation and graduation from an approved school of social work will be required, besides two years specialized professional experience.

Growing Support—Taking apart its 1937 campaign results from 126 cities, the Community Chests and Councils, Inc. has pulled out some significant findings. It found, for example, that the actual number of contributors to the past year's campaigns was 16 percent higher than in the boom year of 1929; 7 per-

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cent higher than in 1936. The average gift was the highest in a number of years, $9.95. In the cities studied an average of eighteen persons out of each hundred of population contributed to community chests.

Final results of last fall's roll call by the American Red Cross show the substantial increase of 766,680 members over the previous year, the largest gain in any one year since the World War period. The membership total in the last roll call was 4,904,316.

To Examine and Report—A new legislative commission in New York state will "examine, report upon and recommend measures to improve facilities for hard of hearing and deaf children and children liable to become deaf." Appointed to the commission in addition to legislative members and the state commissioners of health and education are representatives of the State Medical Society, the New York League for the Hard of Hearing and the New York School for the Deaf. . . . Another important New York commission created by the last legislature is instructed to "seek ways of improving the economic cultural, health and living conditions of the colored population of the state." The commission plans to study housing, recreation and unemployment among Negroes in the state. (Headquarters, Room 710, the Bar Building, 36 West 44 Street, New York.)

Coming Events—The National Association for Nursery Education will meet October 20-24 at Nashville, Tenn. . . . National Hearing Week will be observed October 24-30, under sponsorship of the American Society for the Hard of Hearing. Public attention will be directed to the importance of testing the hearing of school children. . . . The Child Research Clinic of the Woods Schools, Langhorne, Pa., announces an institute on the exceptional child, on October 26 at the school. . . . The American Vocational Association will meet December 1-4 in Baltimore, Md. . . . The American College of Surgeons will hold its annual clinical congress October 25 in Chicago.

London Echo—To perpetuate the contacts made last year at the summer school in British social work which preceded the International Conference of Social Work in London, an informal alumni association was formed with Elwood Street of Washington, D. C. as its secretary. Mr. Street has now issued the first bulletin of the association, a fat mimeographed sheaf of fifty or so pages. It includes lists of national organizations of social workers in the countries represented at the London school, together with lists of periodicals, handbooks, and books of social work significance in each of the countries. Appended are personal notes from many of the American delegates recounting their recent activities. "All except the Americans," says Mr. Street, "seemed too reticent to tell what they have been doing."

People and Things

THE distinguished achievements of Dr. William Freeman Snow in public health, education and particularly the development of the social hygiene movement were recognized this month with a dinner, sponsored by leaders in health and social work. Dr. Snow's vigorous career during nearly forty years was reviewed — his services all over the country as adviser to organizations devoted to social hygiene and sex education; his achievements as pilot, since its beginnings, of the American Social Hygiene Association; and his present association with Surgeon General Thomas Parran as consultant and liaison in the current campaign to rid the nation of syphilis.

Public Service—Justin Miller, who has combined an active participation in social work with his law career, recently was nominated for associate justice of the Court of Appeals, District of Columbia. A past president of both the California and the North Carolina Conferences of Social Work, Judge Miller has been especially active in probation and juvenile delinquency fields. Not many months before his latest nomination, he was made a member of the federal Board of Tax Appeals.

Byrnes MacDonald, who has been in charge of New York City's Juvenile Aid Bureau, recently was appointed first deputy commissioner of the city Department of Welfare. John H. Morris, Harvard graduate and recently assistant headmaster of the Newman School, Lakewood, N. J. becomes head of the Juvenile Aid Bureau.

Morris Zelditch, from the Children's Service Bureau of Pittsburgh, and for many years a volunteer in social work, has been appointed chief of social service in Pittsburgh's city Department of Welfare.

Kate O'Connor, for four years head of the minimum wage division of the Illinois Department of Labor, has been made chief of the new division of women's and children's employment which will give special attention to enforcement of the eight-hour day law, minimum wage law, regulation of industrial homework.

The resignation of Edward F. McGrady, Assistant Secretary of Labor, recently was accepted "with regret" by President Roosevelt. Mr. McGrady is leaving public office to become director of labor relations for the Radio Corporation of America.

Michigan's new civil service law, effective January 1, 1938, authorizes appointment of the state's first personnel director. Governor Frank Murphy chose William E. Brownrigg, now on a year's leave of absence from his job as executive of the California personnel board. Mr. Brownrigg already is at work installing Michigan's new merit system.

1937-38 Faculties—The Boston College School of Social Work this year has added to its faculty: Patrick H. Moynihan, director of Overseers of Public Welfare, Boston; Dorothy Lally, from the Department of Public Welfare of Schenectady, N.Y. and formerly with the New York City Charity Organization Society; and Edward J. Rhatigan, assistant director of old age assistance in the New York State Department of Welfare. . . . New additions to the teaching staff of Fordham University School of Social Service are Mary Laughead, formerly with the New York State Temporary Emergency Relief Administration, and Catherine Purcell from Charity Hospital, New Orleans, La. . . . The University of Chicago School of Social Service, in its 1937-38 announcement, lists as lecturers in public welfare administration: Frank Bane, executive director of the Social Security Board; Fred K. Hoehler, director of the American Public Welfare Association; and Charlotte E. Carr, new head of Hull-House.

Robert T. Lansdale, lately with the Social Science Research Council, has joined the faculty of the New York School of Social Work. He will be full time with the school and during the year will offer courses in the public assistance and child welfare aspects of the social security program, and in other public welfare and community organization areas. Mr. Lansdale was for four years assistant to the U.S. Commissioner of Indian Affairs and later did research for FERA.

Appointed—A special commission has been appointed by Gov. Herbert H. Lehman of New York to make a study and survey of the prevalence and facilities for treatment of cancer within the state. Besides six legislative appointees members include: Dr. Floyd Winslow, past president of the State Medical Society, Dr. Edward S. Godfrey, Jr., state commissioner of health (who serves ex-officio) and Dr. James Ewing, pathologist and director of cancer research at Memorial Hospital, New York. The commission has a $15,000 appropriation and will report to the 1938 legislature.

Prof. George E. Bigge, head of the department of economics at Brown Uni-

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versity, has been appointed by President Roosevelt as a member of the Social Security Board, to succeed John G. Winant, resigned. Professor Bigge's appointment is for the term expiring August 31, 1941. Mary W. Dewson of New York is a new member of the board. Both have been confirmed by the Senate.

The Public Administration Clearing House has announced the appointment of Herbert Emmerich, heretofore deputy governor of the Farm Credit Administration, to be its associate director.

The American Institute of Public Opinion has appointed Claude E. Robinson of New York, economist and statistician, to be associate director.

William Haber, whose resignation from Michigan's relief administration recently was announced [see *The Survey*, September 15, page 297] has been called in by Massachusetts as technical consultant on public welfare for a commission on taxation and public expenditure appointed by the state legislature.

Good News—Legion is the name of the host of friends of Porter R. Lee who are rejoicing these days in his recovery from the severe illness which cut short his South Seas voyaging last spring and which remained critical long after his return to New York. Mr. Lee is back this month at the New York School of Social Work with no reservations except his physician's advice to work up to full time by easy stages.

Comings and Goings—Eleanor Hanson recently retired after directing the Family Society of Allegheny County, Pa. for twenty-nine of its thirty years of existence. Until January 1 Miss Hanson will continue to serve as a volunteer and Mary J. R. Condon, former assistant general secretary, will be acting executive. . . . The Rev. Earl M. Smith, of Richfield, Calif. sailed recently for Spain to superintend the child feeding mission of the American Friends Service Committee, succeeding Wilfred V. Jones of Chicago, who has been in Spain since last May setting up a relief organization in Spanish Nationalist territory. Esther L. Farquhar, of Cleveland, Ohio represents the committee in Loyalist Spain. . . . Clara Somerville, who has done social work with the New Jersey and Florida emergency relief administrations and research with the National Probation Association recently was married to Theodore O. Withee and is "at home in Conrad, Montana."

The National Tuberculosis Association has a new publicity director, Daniel C. McCarthy, recently assistant editor of the *Columbia University Alumni News* who has varied newspaper and publicity experience.

Helen C. Young, alumna of both the Boston and the New York Children's Aid Society staffs and for several years assistant to Gladys Fisher, now has succeeded her as director of the Westchester County, N. Y., Department of Family and Child Welfare Service and Old Age Relief. . . . Julia Craighead Brown has been appointed vocational counselor for the department, her salary to be paid by the Westchester County Children's Association. One of her jobs will be to investigate employment and placement possibilities in the county for children "graduating" from the rolls of the department at age sixteen.

A realignment of staff at the New York League for the Hard of Hearing has put Annetta W. Peck, executive secretary for many years, on special duty in the field, and has promoted Estelle W. Samuelson to the executive desk.

Elected—The National Tuberculosis Association chose as president for the coming year, Dr. J. Arthur Myers of Minneapolis. George J. Nelbach of New York is the new president of the National Conference of Tuberculosis Secretaries. . . . Helen Judy Bond of Teachers College, Columbia University, has been elected the next president of the Home Economics Association. She will succeed Kathryn Van Aken Burns of Illinois University, now beginning the second half of her two-year term as president. . . . At its recent session in Tokyo, Japan, the World Federation of Educational Associations chose Paul Monroe of Columbia University to be its president. . . . At the recent annual meeting of the Ohio Welfare Conference, Arch Mandel, Dayton, was chosen president and Charles A. Neal, Cincinnati and Esther McClain, Columbus, vice-presidents.

Married—The marriage of Karl de Schweinitz, secretary of the Pennsylvania State Department of Public Assistance, and Elizabeth McCord, associated with the Pennsylvania School of Social Work and lately on the staff of the Social Security Board, was an event of the late summer.

Chests and Councils—A flock of changes are occurring these months in community chests and councils of social agencies. Carter Taylor for ten years director of the Harrisburg, Pa. Welfare Federation, is the new chest executive at Houston, Tex., succeeding Dr. J. W. Slaughter who resigned to become director of the Houston Foundation. . . . Irene Farnham Conrad, recently with the Louisiana State Department of Welfare, has also gone to Houston, where she will be secretary of the council of social agencies. . . . Chester C. Ridge, from the Indianapolis Community Fund, has become secretary of the Grand Rapids, Mich., chest succeeding Thomas Devine, recently resigned. . . . Arthur J. Derbyshire, with the Utica, N. Y. chest since its organization and prominent in the New York State Conference of Social Work, has gone to the Munson-Williams-Proctor Institute of Utica, to be director of its community program. . . . Lynn D. Mowat, campaign director of the Los Angeles Community Welfare Federation, now becomes general manager, succeeding D. C. MacWatters, resigned. . . . James Dunn, long director of the Toledo, Ohio community chest, has resigned and is succeeded by Raymond Loftus, who has been Boy Scout executive in Toledo. . . . Richard H. Lyle has resigned as executive of the Nashville, Tenn. chest to become director of prison industries for the state of Tennessee. D. F. C. Reeves succeeds him as chest director. . . . Louise Root from Cleveland is the new executive of the Milwaukee Council of Social Agencies. . . . Ruth Lauder from the United Charities of Chicago, is a new member of the publicity staff of the Washington, D. C. chest and council.

Community chesters hail as future ornaments to their profession the brand new twin sons of David Liggett, long identified with the community fund in Indianapolis and for the past two years in Minneapolis.

For the Blind—MacEnnis Moore, of late years very busy combining in one person the executive secretary of the Committee on Care of the Transient and Homeless and staff associate of the National Association for Travelers' Aid and Transient Service, now has a new job. He is field representative for the American Foundation for the Blind. Eber L. Palmer, for some years assistant director of the foundation, is the new superintendent of the New York State School for the Blind at Batavia. . . . Stella Plants, widely experienced in social work though she is herself without sight, has been engaged by the Washington, D. C. Council of Social Agencies to carry on a program of service to the blind.

Deaths

MARIETTA COLLINS, assistant headworker at the Orange Valley Social Settlement of Orange, N. J. For forty-five years a social worker, she had worked with the Henry Street, Doyer Street, Hudson Guild and other settlements and was at one time superintendent of the Henrietta Evening Trade School in New York.

GEORGE H. SIMMONS, editor and general manager emeritus of the *Journal of the American Medical Association.*

CHARLES F. THWING, president emeritus of Western Reserve University; author, teacher, internationalist, known as "the senior college president of America."

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THE PAMPHLET SHELF

Public's Welfare

RELIEF AND REHABILITATION IN THE DROUGHT AREA, prepared by Irene Link. WPA research bulletin, series 5, number 3. 57 pp. From superintendent of documents, Washington, D.C.

Third of a series of WPA studies of conditions in the so-called "drought states," this undertakes to measure the trend and scope of federal relief programs in those areas, as well as the personal and occupational characteristics of the families concerned. The study was made under supervision of the WPA division of social research, and the Resettlement Administration's bureau of agricultural economics and social research. It contains exhaustive tabulations and charts of all types of relief given in drought states from 1932 through June 1935.

SCIENTIFIC RESEARCH IN ECONOMICS AND GOVERNMENT, by Harold G. Moulton. The Brookings Institution, Washington, D. C. 18 pp.

The author's presidential address at the 1937 meeting of the trustees of the Institution. His purpose, he says, is not to suggest policies but "to lay before you the primary requirements for the restoration and expansion of the standards of living of the American people as revealed by our investigations."

A SURVEY OF THE TRANSIENT AND HOMELESS POPULATION IN TWELVE CITIES: SEPTEMBER 1935 AND SEPTEMBER 1936. Prepared under the supervision of John N. Webb for the division of social research, Works Progress Administration, Washington, D. C. 52 pp.

A check-up a year after the transient bureaus of FERA suspended intake shows a marked decline in the size of the needy transient and homeless population and a change in the personal characteristics of the group. Family cases and interstate transiency declined; the proportion of older persons and of women increased.

People

RETREAT FROM REASON, by Lancelot T. Hogben. Hampshire Book Shop, Northampton, Mass., and the Channel Bookshop, New York. 102 pp. Price 75 cents direct from publisher.

Acting as chairman at this twenty-seventh Moncure Conway Memorial Lecture, delivered at Smith College, Julian Huxley said: "Professor Hogben's ideal is a scientific humanism; he is one of the rare few who can claim to talk with authority on such a subject."

PSYCHOLOGY OF PERSONALITY AND SOCIAL ADJUSTMENT, by Robert Leeper, Cornell College. Mt. Vernon, Ia. 61 pp. Price 75 cents from the author.

A handbook, developed by the author out of classroom experience, designed to aid more or less beginning students of psychology to give functional significance to abstract concepts. Includes reading lists and suggestions for projects.

NEW AMERICANS IN ALLEGHENY COUNTY, A CULTURAL STUDY, by Mary E. Hurlbutt. New York School of Social Work, 122 East 22 Street, New York. 114 pp. Price 75 cents from the school.

A preprint from the study, Greater Pittsburgh, the Community and Social Work, by Philip Klein and collaborators, which will be published this fall by Columbia University Press.

FARMERS WITHOUT LAND, by Rupert B. Vance. Public Affairs Pamphlet No. 12. Public Affairs Committee, 8 West 40 Street, New York. Price 10 cents.

A dispassionate picture of the most depressed area in American life, based on recent studies of farm tenancy, including the report of the President's Tenancy Commission.

THE CONTRIBUTION OF PSYCHIATRY TO AN UNDERSTANDING OF MODERN SOCIETY. *American Journal of Sociology*, May 1937. University of Chicago Press. Price $1.

A symposium of seven articles by distinguished authorities, edited by Ernest W. Burgess, designed to raise and clarify issues in the area in which psychiatry and sociology overlap.

Concerning Health

SYMPOSIUM ON PRENATAL AND CONGENITAL INFECTIONS IN RELATION TO BLINDNESS AND IMPAIRED VISION. Proceedings, Annual Conference of the National Society for the Prevention of Blindness. Price 20 cents.

ROUTINE WASSERMAN TEST FOR ALL EXPECTANT MOTHERS. Reprinted from *American Journal of Obstetrics and Gynecology*. Price 5 cents.

PREVENTING BLINDNESS THROUGH SOCIAL HYGIENE COOPERATION, by Louis Carris.

All are published by the National Society for the Prevention of Blindness, 50 West 50 Street, New York City.

LIFE SAVING AND WATER SAFETY, prepared by the American Red Cross; published by P. Blakiston's Son and Co. Philadelphia. 267 pp. Price 60 cents; less in quantity.

After more than twenty years of teaching water safety the American Red Cross has brought together into a single text book, fully illustrated, the material hitherto available only in pamphlets and leaflets.

HOME CARE FOR COMMUNICABLE DISEASES:

WAISTLINES (Overweight), by W. W. Bauer, M.D.

CONCERNING DIABETES, by Albert A. Horner, M.D.

Popular sized, popular interpretation put out by the Life Conservation Service. John Hancock Mutual Life Insurance Company, Boston, Mass. Free.

RELIEF AND HEALTH PROBLEMS OF A SELECTED GROUP OF NON-FAMILY MEN, by Glenn Johnson. The University of Chicago Press. Price 50 cents.

The result of a study of 144 non-family men in Chicago, with reference to living quarters, degree of sanitation and nourishment, the extent to which they have received relief, and how much they need.

HISTORY OF THE COMMITTEE ON RELIGION AND MEDICINE OF THE FEDERAL COUNCIL OF CHURCHES OF CHRIST IN AMERICA AND THE NEW YORK ACADEMY OF MEDICINE. From the council, 105 East 22 Street, New York.

A report of the work of a committee formed in 1923 "proposing to investigate the border territory between religion and medicine," and to discuss the possibility of better cooperation between religion and medicine in maintaining health and curing disease.

ALCOHOL AND HEALTH, by R. R. Spencer, M.D. Senior Surgeon, U.S. Public Health Service. Reprint from *The Health Officer*.

General points on temperance education.

Concerning Children

ILLEGITIMACY AND THE DAY NURSERY, by Luna E. Kenney and Dorothy G. Patterson. The First and Sunnyside Day Nursery, 3627 Warren Street, Philadelphia.

A study covering five years of work on "a problem which has gravely concerned the workers who have compiled it."

A HANDBOOK ON CHILD CARE. The East Harlem Nursing and Health Service, 454 East 122 Street, New York. 84 pp. Price 50 cents.

A compilation of material, tested by long experience, and approved by experts, for the use of public health nurses and others working with parents and children.

THE PUBLIC CHILD WELFARE PROGRAM IN THE DISTRICT OF COLUMBIA, by Emma O. Lundberg. Children's Bureau Publication, No. 240, 18 pp. Price 5 cents from the superintendent of documents, Washington.

Straight from the shoulder discussion of the "archaic laws and inadequate funds which handicap child welfare in the national capital."

TELLING SCHOOL CHILDREN ABOUT SOCIAL WORK. Community Chests and Councils, Inc., 155 East 44 Street. 23 pp. Price 50 cents.

A collection of material indicating ways in which social agencies may use their contacts with the schools to further the social education of children. Contains the address given at the Indianapolis conference by Carleton Washburne of Winnetka, Ill.

YOU CAN'T HELP UNLESS YOU KNOW HOW. American Red Cross, Washington, D. C. 67 pp.

A collection of nine articles first published in the Junior Red Cross Journal, designed to give school children an intelligent idea of some of the major areas of social work.

HISTORICAL SUMMARY OF STATE SERVICES FOR CHILDREN IN OHIO, U.S. CHILDREN'S BUREAU PUBLICATION No. 239, PART I. Price 10 cents.

MATERNAL AND CHILD-HEALTH AND CRIPPLED CHILDREN'S PROGRAMS UNDER THE SOCIAL SECURITY ACT, by Doris A. Murray, M.D. Reprinted from the *New England Journal of Medicine*.

SUGGESTED METHODS OF IMPROVING THE HEALTH OF THE AMERICAN PEOPLE: THE PROGRAM OF THE CHILDREN'S BUREAU, by Martha M. Eliot, M.D. Reprinted from *Minnesota Medicine*.

THE HEALTH EDUCATION PROGRAM OF THE CHILDREN'S BUREAU, with PARTICULAR REFERENCE TO NEGROES, by Katharine F. Lenroot. Reprinted from the *Journal of Negro Education*.

INFANT AND MATERNAL MORTALITY AMONG NEGROES, by Elizabeth C. Tandy. Reprinted from the *Journal of Negro Education*.

A group of reprints, from various publications, concerning the work of the U.S. Children's Bureau. From the superintendent of documents, Washington, D.C.

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Readers Write

Deeply Felt

To the Editor: Won't *The Survey* please help a poor soul who is rapidly acquiring an awful phobia. It might even develop symptoms of snarling, biting and ravening, if my environment is allowed to press in any longer upon me with its constant aggravation of my psychic allergy.

I am fed up on hearing people say or on reading that they "feel" what they know, think, believe, conclude, deduce, assume, are convinced of, opine, conjecture or just plain guess, hope, wish or desire, advocate, urge, recommend, have some intuition or hunch about, have an impulse to enunciate or shout, or otherwise try to give expression or call attention to. It may well be that their use of the term is in some degree accurate in that their approach to their opinion has been a groping emotional process but then why not say that more picturesquely—say that we have acquired our belief or our urge to recommend by wrapping our feelers about the subject and reacting like a gentle sea anemone—or a rapacious, ink-spraying cuttle fish. Some might vibrate to a subject like a violin.

If, however, we have arrived at a formulation of opinion by any process that has a grain of rational consideration in it, that contains any element of observing, analyzing, concluding or in any other way scientifically and intellectually examining and reporting on the subject, let us preface that opinion with some word other than that we "feel" it.

Please don't misunderstand me, I am all for letting out on the emotional side, as you can readily see by this letter, but when it is done, it ought to be with a whoop. "Feeling" an opinion or even a reasoned conclusion is such an anaemic emotional manifestation.

Yours for the immediate retirement of
"We feel that this is true."
"We feel that this should be done."

New York Neva R. Deardorff

P. S. I've just found the loveliest word in the dictionary. It is "rax," meaning "to stretch out; reach; as, 'rax me your hand'"! Dear *Survey*, rax me some other words in the social work vocabulary—but let them be good!

Three Centuries of Background

To the Editor: New Haven people have the chance just now—and are taking it—to see how social work has developed in the community through three centuries. Much of the exhibit is in the form of original documents or other original material.

In preparation for the exhibit we asked the various agencies to write the histories of their organizations and searched the library of the Historical Society, and the Yale Library and elsewhere for appropriate historical material. Old timers among the citizens were asked to review their diaries and search their attics for old documents, letters and photographs. Meantime a committee of leaders in six fields of social activity was formed to review available material and to suggest additional sources for it. The six fields were: family welfare, children's work, medicine and hospitals, public health nursing, mental hygiene, and recreation. Finally, we turned loose the Federal Writers' Project, and the Federal Art Project.

As a final result of all this we have in glass show cases in our reception room an exhibit of old documents and historical curios which pretty well illustrate the long road we have traveled since the first settlers moved in. Supplementing it are nine large wall panels, contrasting old methods with new and many lithographs and etchings, old and new, as well as lantern slides showing old situations and methods which are used to illustrate the twenty-minute addresses, one each on the fields mentioned, that are a part of the daily program.

The whole exhibit forms an impressive background for the community chest campaign. Homer W. Borst

Secretary, Community Chest
New Haven, Conn.

New England Speaks

To the Editor: Every time we have a new application for old age assistance we send out forms to each son or daughter asking what contribution he or she can make to the parent who has applied for aid. Almost literally 100 percent reply that absolutely nothing can be done.

Therefore the refreshment of spirit, not to say excitement that occurs when such an answer as this comes along:

"Receipt of this 'relatives report blank' is truly a blow to my pride. I consider it a pleasant duty and a privilege to support my father. I haven't any great means, but I am willing and able to support him—have been doing so and intend to continue.

"Application for this assistance was made without my knowledge or consent. And I might state that I do not approve of this wholesale government assistance. Government assistance in dire need and suffering is one thing, but government assistance where it tends to destroy opportunities for individuals to develop their characters and cope with their own problems is quite another thing.

"I believe this application has been made with sincerity but based on misunderstanding of the Old Age Pension and Unemployment Pension Acts. [sic.] My father has as much now as he ever had: the government hasn't given him any financial assistance in the sixty-five years of his life. So why give it now any more than at any other time?

"With the exception of myself, the sons and daughters of this family are maintaining their own homes and consequently have their own responsibilities. They may not contribute financially to my father's support, except on special occasions, but they contribute much that money could never buy.

"So, as far as I can prove, you have an application that should be cancelled until I am incapacitated."

Perhaps the sturdy old New England conscience isn't dead after all.

Herbert E. Fleischner

Agent, Board of Public Welfare,
Milton, Mass.

Why Not?

To the Editor: Judging by Helen Manahan's article, For the Good of the Cause, in *The Survey* for July, dictation of case records remains the bugaboo it was in my own social work days. Miss Manahan offers an ingenious outline to lessen the horrors of "the allotted dictation period." Any relief no doubt is welcome—but why a dictation period at all, why not type your own records?

It happens that I went from case work into a school of journalism. In order to enter the course in newspaper writing, I had to learn typewriting, which I did at night school while finishing my job. A few weeks gave me sufficient speed and accuracy to pass entrance examinations and dash off my news stories in the allotted time. It was not difficult; anyone can learn to type. Newspaper reporters who are required to type their copy seldom "take a course," yet quickly develop surprising speed and facility.

For years I have asked myself why social agencies have not discovered the obvious advantages of requiring their case workers to type their own records. One supervisor to whom I mentioned it opined that case workers would feel it a loss of dignity. Tell that to a newspaper man! Journalists do not feel that their professional standards suffer because of their ability to pound the keys.

A certain amount of stenographic assistance would of course be required by most agencies. But with a fairly stable staff and not too great a crush of work to set the plan in motion, I can see no objection that a reporter wouldn't squash in short order. Why doesn't some agency, or even some one case worker, try it?

I. R. A.

Social Worker-Journalist, California

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Book Reviews

Southern Middletown

CASTE AND CLASS IN A SOUTHERN TOWN, by John Dollard. Yale University Press. 502 pp. Price $3.50 postpaid of *The Survey*.

A PLAN to study the personalities of Negroes in the South by "getting a few life histories that would show up the manner in which the Negro person grows up" was the start of this valuable volume from the Yale Institute of Human Relations. The author, one of the institute's best known research associates, soon broadened his plan to a study of the caste and class relationships as found in "an average small town in a rural community devoted to a staple crop and characterized by a black belt history and psychology." The similarity of the method and technique employed by the authors of Middletown is quite evident throughout the book. The conclusions to which Dr. Dollard comes and the social situations revealed might have been arrived at by the common sense and the intuition of a sensible and liberal southerner, but it is well to have so many facts and the well documented details of a trained sociologist.

As might have been expected, the author's task was difficult and delicate. He confesses to certain hereditary and personal prepossessions: a heritage from abolitionists, a sociological bent of mind, a personal sympathy for the underdog. He sometimes felt like "the last of the carpet baggers" as he encountered the social and political prejudices of the native whites. Choosing an office in a building devoted to business rather than the front porch or back parlor of his boarding house, he talked with some five hundred people of all types over a period of years, thereby seeing the situation in all its concreteness. He impresses one as fair, tolerant, objective—and eager to arrive at the truth.

His distinctions between the middle class whites and the "poor whites," between the upper or middle class and the lower type Negroes, his representations of the inter-reactions of these social types and forces show a discriminating mind. The whole range of economic, sexual, religious and political relations comes within the survey. One of the major generalizations is that caste has replaced slavery. The author limits the field of study to a most primitive community rather than to metropolitan or industrial centers, large and small, and constantly calls attention to the differences. Nor does he adopt a condescending attitude; he admits, after giving a summary of the caste and class patterns, that the emotional situation described "could be recreated in any part of the country, if ample time were given and if the numbers of the two races were comparable to those in Southerntown"—a point that has been amply illustrated in northern cities to which Negroes have gone in large numbers in recent years.

There are many interesting human stories and anecdotes. Where there is so much to praise, one hesitates to call attention to minor defects; but for the general reader, some of the terms employed, though they may have been adopted by sociologists, sound like technical jargon. A serious omission is the lack of any reference to the work of the interracial committees which have done so much in recent years to remedy the evils mentioned in the book.

In many ways the most significant paragraph in the volume is a statement of the educational progress of the Negroes in this backward community. Here is a substantial fact: "Ten years ago educational tests were given to the Negro teachers and it was found that more than half of them tested around the fourth-grade level. An energetic campaign to raise the level of the teaching force was instituted and today more than half of the teachers are college graduates, a quarter have had two years in college, and most of the rest are highschool graduates. It must be remembered that this achievement represents the good will and fairness of a southern white community. Seven years ago there were twenty thousand Negro children of school age of whom five thousand were in school. The average daily attendance was two thousand. At the present time there are sixteen thousand Negro children, twelve thousand of whom are enrolled in school. The average daily attendance is nine thousand. This is a remarkable achievement attesting the tolerance and foresightedness of the white people as well as the zeal of the Negroes for educational opportunities."

Vanderbilt University EDWARD MIMS

Where the Problems Lie

MORE SECURITY FOR OLD AGE, A REPORT AND A PROGRAM, by Margaret Grant Schneider. Twentieth Century Fund. 191 pp. Price $1.75 postpaid of *The Survey*.

A FACTUAL summary of foreign old age insurance and pension plans and of American experience with old age security, prepared by Margaret Grant Schneider, is combined here with a program for action formulated by the Committee on Old Age Security of the Twentieth Century Fund.

The program for action will give no comfort to those who regard the old age sections of the social security act as adequate, even for the present. The old age assistance sections, the committee finds, should be considerably liberalized, both as to residence requirements and as to application of the means test. Further, adequate old age insurance requires an increase in coverage and an extension of benefits to other types of risk, an earlier date of beginning payments and more liberal amounts in later years. Some of the members of the committee feel that in addition to the changes there should be no increase in present taxes for a period of years.

The committee recommends also that accumulation of the relatively large reserve now contemplated be dispensed with, pointing out that this would necessarily occur if their other recommendations were adopted. The need for stronger administrative agencies in the states and the belief that superior administration may be achieved only by stronger standards in the social security act itself is pointed out.

The extraordinary range of the problems in this field, and the difficulty of their solution, are well illustrated by the fact that the committee, composed not of theoreticians, but of persons whose views are intensely practical, appears to be in disagreement on a number of fundamental points. A need for further analysis is recognized.

The report serves adequately as an introduction to the fundamental problems of a social security program and ought to aid in the development of an informed opinion, without which further progress will not be possible.

MURRAY W. LATIMER
Washington, D. C.

Hazard of Words

HUMAN CONFLICT, A BIOLOGICAL INTERPRETATION, by Trigant Burrow, M.D. Macmillan. 435 pp. Price $3.50 postpaid of *The Survey*.

THE author attempts an analytic study of "the organism of man as a totality" which, to him, means the continued expression of the phylum. Through an experimental set-up, he endeavors to investigate human behavior in a social setting, in order to afford an opportunity for a physiological expression of personality reaction. He regards human conflict as having a social basis, not so much in the conflict of a situation as in the altered way of knowing it, which is dependent upon a differential connotation of language. The major difficulties, therefore, are conflicts over words and ideas, in which the word outlook is distorted.

There is very little added here to Dr. Burrow's well known theories concerning phyloanalysis, although he endeavors to present the principles in terms of phylobiology and phylopathology. He lays much stress upon the tensions of man

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BOOKS FOR THE SOCIAL WORKER

Announcing —

THE BOOK OF FESTIVALS
Dorothy Gladys Spicer
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before he had possession of language and prior to his power of voluntary attention. To him behavior disorders, whether individual or social, represent not an external imbalance but one that is internal and physiological. The real disorder is a lack of coordination and peace that is primary and internal to man. He reduces his general investigations to a number of specific indications, most of which are not wholly supported by his own data. The great difficulty is that his own special nomenclature gives familiar words unusual meanings while he creates new words whose specific meanings are manipulated in a manner that increases the very hazard of words, of which he complains.

His thesis is an interesting one; that the ill health of man and the world are due to the fundamental disturbances of the internal motives of man as a species, and that they arise primarily from the conflict between definite neuromuscular patterns of action. Hence, it is quite obvious that a neurotic has no moral or social responsibility for his disorder.

There is much that is repetitious in this volume, and it fails to suggest the practical application of a program to recognize the species which, in the last analysis, would be essential if man's activities were a feeling response of racial type. Perhaps the sum total of the difficulty may be covered by trying to interpret a single sentence in the light of common usage: "We have thus a partitive, symbolic, extra-organic identity or behavior-ambit existing side by side with a total, stereonomic, intra-organic identity or behavior-ambit." Sentences like this rob the volume of readability, regardless of whatever truth exists in the theory and its exposition.

New York IRA S. WILE, M.D.

The Library's Long Arm

LIBRARY TRENDS. Papers presented before the Library Institute at the University of Chicago, August 1936; edited by Louis R. Wilson. University of Chicago Press. 388 pp. Price $2 postpaid of *The Survey.*

THE wide range of interest in subjects considered by librarians and teachers of library science at the Graduate Library School of the University of Chicago in the summer of 1936, is indicated in twenty papers here assembled. It is an essential textbook for every librarian and student of modern library developments.

The significance of the institute, and of this book, for students of social sciences as well as for librarians, is in the light thrown on general and educational social changes and their relation to library activities of the future through such contributions as:

Trends in Education, by Charles H. Judd of the University of Chicago; Library Service for Rural People, by J. H. Kolb of the University of Wisconsin; Regional Planning and Its Significance in Cultural Determinism, by Howard W. Odum of the University of North Carolina; The Librarian and Adult Education, by the late Edward S. Robinson of Yale University; and The Adult Education Program of the TVA, by Floyd W. Reeves of the Tennessee Valley Authority.

The Graduate Library School of the University of Chicago has made a unique contribution to the library of the future and of the present in applying scientific methods to surveying reading interests and communities. Four papers included in this book are by leading authorities in this new field: People versus Print, by Douglas Waples; The Evaluation of Public Library Facilities, by Leon Carnovsky; The New York Public Library Survey, by Franklin F. Hopper; and Methods and Techniques of Library Surveys, by Edward A. Wight.

The development of various new techniques in library services is described by Harriet E. Howe of the University of Denver, by B. Lamar Johnson of Stephens College, by Paul Vanderbilt of the Pennsylvania Museum of Art Library and by Robert C. Binkley of Western Reserve University.

MARION HUMBLE
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Holiday Any Day

THE BOOK OF FESTIVALS, by Dorothy Gladys Spicer, with foreword by John H. Finley. Woman's Press. 429 pp. Price $3 postpaid of *The Survey.*

LONG I have wanted exactly this book, listing and accounting for the festivals and commemorative occasions of peoples all over the world, from our own Thanksgiving to the Chinese Ch'ing Ming, Festival of Pure Brightness, or Unabhängigkeitstag, Independence Day of the Swiss; or Maulid, birthday of Mohammed about the eleventh day of the Third Moon Rabi 'Awwal. With it one can find canonical excuse for idling on virtually any day in the year; for it looks as if the calendar were covered from end to end. Paraphrasing the Sunshine Song—"It's a Feast Day Somewhere All the Time." The author (officially Mrs. Gladys Spicer Fraser), whose previous book, Folk Festivals and the Foreign Community, affords background for this one, has gathered an immense amount of information, including explanations of the Armenian, Chinese, Gregorian, Hindu, Jewish, Julian and Mohammedan calendars, and added a useful bibliography and glossary. This book will be most valuable for those for whom it is especially designed: "librarians, teachers, students, social workers, festival and pageant directors, travelers, writers," and those who wish to understand "the festal heritage of different

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peoples." Generally it embodies sociological material of great value. The appreciative foreword by John H. Finley, editor of the *New York Times,* nobly emphasizes its character as a catalogue of the historic joys of all the peoples, and especially of their contributions to America—a thing greatly needed in these days of poisonous ultra-nationalism and stupid race prejudice, filling the world with suicidal hatreds. JOHN PALMER GAVIT

Guide for Leaders

CREATIVE GROUP EDUCATION, by S. R. Slavson. Association Press. 247 pp. Price $2.50 postpaid of *The Survey.*

FOR the leaders of group work among children and young folks Mr. Slavson has given in this book the most practical help available. In purpose, content and arrangement, it is practical and useful. Theoretical considerations are interspersed in descriptions of the author's first hand experience in a variety of club and classroom situations, and analyses of typical occurrences and practices met in settlements, centers, "Y's", camps and schools. No effort is made to expound theory as such. Rather the point of view of the newer psychology is subsumed throughout.

The book will be most useful to the leader who wants to be progressive, whether a new leader or an old one changing his ways. It gives "leads" rather than full directions: it starts the leader rather than charts his course. It is therefore sketchy and not complete. Nevertheless it is without question sound in its educational insight and practical techniques. Mr. Slavson is one of a very few who have the training in pedagogy, psychiatry and psychology as well as experience in group work that is essential for the writing of an authoritative book of this kind.

The general thesis is that the aim of group work is to develop interests, initiate talents in the individual rather than to emphasize "good" club programs. The materials with which the leader deals are primarily emotional conflicts and harmonies, identification of the group members with each other and interaction of ideas. Group education does for the individual what family life should do: establish relations of affection between children and adults, give ego satisfactions, give expression to the creative dynamic drives, and engender emotions and establish attitudes that dispose to social usefulness and group participation.

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ing, nature study, trips, parties, school holidays, the gymnasium and the summer center. There is a treatment of staff qualifications and of the educational consultant.

All of the work is apparently intellectually honest, giving descriptions and analyses of what actually occurred. It is an excellent and timely book, written in essence as a report of many experiments by a leader with a decided but consistent and enlightened point of view.

New York LEROY E. BOWMAN

The Problem of Syphilis

SHADOW ON THE LAND—SYPHILIS, by Thomas Parran, M.D. Reynal and Hitchcock. 309 pp. Price $2.50 postpaid of *The Survey*.

SYPHILIS—THE NEXT GREAT PLAGUE TO GO, by Morris Fishbein, M.D. David McKay. 70 pp. Price $1 postpaid of *The Survey*.

A STRIKING example of the universal movement of our times which brings human problems, long hidden, into the open is Dr. Parran's new book, Shadow on the Land. The fields of scientific endeavor which the intelligent layman now is able to contemplate by virtue of "popular" works on science have enlarged tremendously in the last twenty-five years. Doctors, more than others, with a commendable breadth of social purpose, have laid before the ever-increasing reading public, the facts and problems that confront specialists in different fields of modern medicine.

Dr. Parran, as surgeon general of the U. S. Public Health Service and formerly health commissioner of New York State, has been a leader in the movement to acquaint public health boards, practising physicians and citizens of our country with the magnitude of the syphilis problem in the United States. In a concise and easily read volume, he cites the enormous prevalence of syphilis (ten to twelve million cases) and the intensity of effort and vigilance that is required to keep this plague from increasing. Dr. Parran quotes the brilliant work of the Scandinavians who, by their tireless search for new sources of infection and their compulsory treatment of cases of syphilis, have reduced the number of syphilitics almost miraculously. Thus, in Norway in 1919, 360 new cases were reported, while in 1933 only thirty new cases occurred. Again, the annual rate of early cases of syphilis in the white population in the United States is 328 per hundred thousand of population, while there were twenty in Denmark and seven in Sweden per hundred thousand.

Public health work of this type is possible only with the enlightened attitude of the Scandinavian public, the persistence of public and private physicians, and the lack of moral censure which has handicapped efforts to stamp out syphilis among us.

Dr. Parran makes an impassioned plea for a program that will eliminate syphilis. This consists of vigorous campaigns to ferret out all cases of untreated syphilis, the use of public funds to treat everyone adequately and the education of the physician in syphilology and the public in a scientific attitude towards this hitherto inenarrable plague. The book is heartily recommended to everyone who labors in the medical or welfare fields.

Dr. Morris Fishbein, editor of the *Journal of the American Medical Association*, covers the same field as Dr. Parran in a brief, outspoken brochure designed for public consumption. It might be noted that his subtitle, The Next Great Plague to Go, was the title of an article by Dr. Parran in *Survey Graphic* for July 1936.

New York WALTER BROMBERG, M.D.

Housing Lessons

BRITISH AND AMERICAN HOUSING, by Richard L. Reiss. National Public Housing Conference. 112 pp. Price $1 cloth, 50 cents paper, postpaid of *The Survey*.

IF American "housers" fail to learn what British experience has to teach, it will not be for lack of teachers. Here is one of the most practical of the many treatises on this subject. Based on his quarter century of work for better housing and living conditions in England and his recent lecture tour of the United States, Captain Reiss presents a blending of data and advice which is at once concise and comprehensive.

Captain Reiss finds that public housing projects are carried out and administered best by local rather than national authorities. However, local authorities cannot be relied upon to deal adequately with the housing problem unless financial assistance is provided from the national government, unless some form of duty is imposed upon them, and unless there is an adequate public opinion demanding that their powers be exercised. Public housing in England, he holds, has not interfered with private; it is confined to a market which private initiative cannot reach. If management is skilled, sympathetic but firm, unsatisfactory tenants will not exceed one family in twenty.

The author describes the PWA housing projects which he visited in the United States a few months ago as "well-

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planned, both as regards the dwellings and the layout on the site. The construction was good and the provision for amenities and communal life, in most schemes, excellent." His main criticism of the projects is that they are far too costly. Why? Because:

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The cost was further increased owing to the federal subsidy being in a capital rather than fixed annual form, and being proportional to the cost.

Most important, perhaps, of Captain Reiss' recommendations is his insistence on a long-term program. As he points out, housing cannot be dealt with in two or three years in America, any more than it could under the British program.

New York HAROLD S. BUTTENHEIM

Understanding Kansas

PEOPLE OF KANSAS, by Carroll D. Clark and Roy L. Roberts, with foreword by William Allen White. Kansas State Planning Board. 272 pp. Price $2 postpaid from the board, National Reserve Building, Topeka, Kansas.

FEW men know Kansas as does Professor Clark, of the faculty of sociology at Kansas University. One of the state's real "promoters," he has looked at its history from the many-angled vision of a teacher who would give the coming generation something of his own admiration for the state's boundless possibilities. Presumably his associate has given to the demography which the book exhibits so definitely, the same skill which Professor Clark has exhibited for the sociological aspects.

The whole book is thoughtfully executed, the tables produced for their important contribution to the subject rather than to give an official aspect or to follow a routine. The sources from which Kansas has gained her present virtues and eccentricities are indicated distinctly in this record of her history.

A concise volume, this is destined to be of tremendous value in consideration of the future of Kansas. It is peculiarly appropriate that the Kansas Planning Board should be the promulgator of this graphic presentation of and for the people of Kansas. CHARLES H. LERRIGO, M.D.

Topeka, Kan.

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